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ABSTRACT

This book assesses the effectiveness of recommendations implemented after the release of the Australian government's "Report of the Review of Post-Arrival Programs and Services for Migrants" in 1977. In general, the implementation of the Report's proposals has been of substantial benefit to migrants (both newly arrived and longer resident), to Australia's ethnic groups, and to the community as a whole. The Report's guiding principles remain relevant, but some changes may be needed to attain its broader goals, those not easily reached through specific programs. After three opening chapters, providing (1) a broad overview, (2) an explanation of evaluation methodology, and (3) a demographic analysis of Australian migrants (1976-1986), each succeeding chapter describes and makes recommendations for a different migrant program or problem area: (4) the initial settlement program; (5) the adult migrant education program; (6) the child migrant education program; (7) the multicultural education program; (8) the use of bilingual staff in public agencies, and the provision of translator and interpretor services; (9) information needs and provision; (10) migrant welfare; (11) special needs; (12) the law and civil rights; (13) broadcasting and the arts; and (14) program coordination. Information regarding past and future expenditures appears at the end of each program or project areas and the book concludes with a summary of major recommendations. (KH)

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# EVALUATION OF POST-ARRIVAL PROGRAMS AND SERVICES

UD023978

# EVALUATION OF POST-ARRIVAL PROGRAMS AND SERVICES

May 1982

Australian Institute of Multicultural Affairs

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15 May 1982

The Hon J Hodges
Minister for Immigration
and Ethnic Affairs
Parliament House
CANBERRA ACT 2600

My dear Minister

On 15 September 1981, the Institute was requested, in accordance with Section 17 of the Australian Institute of Multicultural Affairs Act 1979, to prepare an evaluation of the Report of the Review of Post-Arrival Programs and Services for Migrants.

I have pleasure in presenting the report of that evaluation.

Yours sincerely

Frank Galbally
CHAIRMAN

*Council Members:* MICHAEL DIAMOND MBE, HERMAN HUYER AO, YOLANDA KLEMPFNER, GEORGE LAPAINE,
HELEN LESNEWSKI, JOHN MENADUE, PROFESSOR JERZY ZUBRZYCKI CBE

This is an Evaluation by the Council of the Institute. Many people and organisations have been involved through discussions, consultations, the preparation of submissions, the provision of information and the writing of reports. Members of ethnic, voluntary and community organisations gave up valuable time to participate in consultations and discussions. Members of the Institute gave valuable help. Assistance was provided by government departments and statutory authorities at the Commonwealth, State and local levels. The Commonwealth Department of Immigration and Ethnic Affairs, which had responsibility for implementing many of the Report's recommendations, provided much assistance to the Evaluation through the provision of information and material. The Department of Immigration and Ethnic Affairs, together with the Departments of Finance, Prime Minister and Cabinet, and the Public Service Board seconded staff to assist in the Evaluation.

The Council of the Institute places on record its thanks to the people and organisations involved, and particularly to all of the staff of the Institute.

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# CHAPTER 1

# Overview

*Guiding principles of the Review of Post-Arrival Programs and Services for Migrants. Implementation of the Report. Achievement of objectives. Current relevance of objectives. Future Developments. Conclusions.*

1. On 31 August 1977, the Prime Minister announced the establishment of a Review of post-arrival programs and services for migrants to examine the changing needs of migrants and make appropriate recommendations to ensure that these were being met effectively. The Committee of Review comprised Mr Frank Galbally, CBE (Chairman), Miss Francesca Merenda, MBE, Mr Nick Politis and Mr Carlo Stransky.

2. The Committee was presented with a complex and challenging task. During the previous three decades, migrants from almost every nation of the world had arrived in Australia. A series of disparate programs had been established to meet their needs.

3. The starting point for the Committee was to develop a perspective on Australian society from which to identify priority needs, evaluate the responses which had been made, and propose action that should be taken. The perspective that emerged was based on a recognition of the multicultural character of the Australian community.

> We believe Australia is at a critical stage in the development of a cohesive, united, multicultural nation. This has come about because of a number of significant changes in recent years — changes in the pattern of migration and in the structure of our population, changes in attitudes to migration and to our responsibilities for international refugees, changes in the needs of the large and growing numbers of ethnic groups in our community, and changes in the roles of governments and the community generally in responding to those needs (para.1.1).

4. The Committee concluded that it was 'necessary for the Commonwealth Government to change the direction of its involvement in the provision of programs and services for migrants and to take further steps to encourage multiculturalism' (para.1.6). The strategy which it devised to achieve these ends was presented to the Commonwealth Government on 27 April, 1978.

5. The *Report of the Review of Post-Arrival Programs and Services for Migrants*, generally known as the Galbally Report, detailed a program of action based on four guiding principles:

(a) all members of our society must have equal opportunity to realise their full potential and must have equal access to programs and services;
(b) every person should be able to maintain his or her culture without prejudice or disadvantage and should be encouraged to understand and embrace other cultures;

(c) needs of migrants should, in general, be met by programs and services available to the whole community but special services and programs are necessary at present to ensure equality of access and provision;
(d) services and programs should be designed and operated in full consultation with clients, and self-help should be encouraged as much as possible with a view to helping migrants to become self-reliant quickly (para.1.7).

6. The Report comprised an integrated package of 57 recommendations and a number of related proposals to be introduced over the three-year period 1978/79 — 1980/81. The expenditure program involved two elements, additional expenditure of some $50m over the three years, and the continuation of expenditure made in 1977/78 on programs the Report concluded were valuable, albeit often requiring a redefinition of priorities. On 30 May 1978, the Government announced its decision to accept the proposals and the associated financial outlay.

7. The Government's acceptance of the Report and all its recommendations committed it to a major task of implementation. Directly or indirectly, the Report's proposals touched on activities in almost every Commonwealth department. The three-year timetable was demanding and required establishing new and innovative schemes and programs. Moreover, several recommendations called for the co-operation of State governments, and the participation by a variety of organisations and groups. Arrangements had to be made to commence a number of projects simultaneously and to co-ordinate and maintain impetus across a wide area.

8. On 15 September 1981, the Minister for Immigration and Ethnic Affairs requested the Australian Institute of Multicultural Affairs, under Section 17 of its Act, to:

> prepare an evaluation of the objectives and implementation of the Report of the Review of Post-Arrival Programs and Services for Migrants which will:
> (a) assess the effectiveness of the implementation of the report;
> (b) determine whether the overall objectives are being achieved;
> (c) determine whether the Report's objectives and recommendations remain valid; and
> (d) recommend whether the objectives and recommendations should be pursued in the future and what changes (if any) should be made.

**Implementation of the Report**

9. The Evaluation has found an impressive record of implementation. Major achievements have included:

- establishing a new intensive program to provide English instruction and essential information to new arrivals
- doubling the number of grants to ethnic and voluntary organisations to undertake migrant welfare services
- extending the Telephone Intepreter Service to Canberra, Hobart, Darwin and several regional centres.

10. A related and major initiative has been the introduction of a multicultural television service in Sydney and Melbourne. The service had been foreshadowed before the Report completed its task, but the Report gave the proposal considerable impetus.

11. The Report proposed additional expenditures, over three years, of nearly $50m above the 1977/78 base of $45m. Spending on post-arrival programs and services for migrants increased to more than $220m over the three years, an average of more than $70m per year. In real terms, total expenditure in this area has matched that envisaged by the Report.

12. Set against these achievements are instances where expectations have not been realised. In some areas, the recommendations required agreement with other parties that could not be concluded. In others, circumstances changed, necessitating adjustment to recommended activities. Occasionally there were shortcomings reflecting a lack of interest and commitment on the part of those responsible or a poor appreciation of the issues at stake.

13. The Evaluation concludes that implementation of the Report's proposals has been of substantial benefit to migrants both newly arrived and longer resident; to Australia's ethnic groups; and to the community as a whole. The years since the Report have seen the establishment and extension of programs and services which together make up what is perhaps the most comprehensive system of migrant and multicultural services in the world. In several key areas, Australian provisions are unique.

## Achievement of Objectives

14. It is by no means a simple process to assess whether the Report's overall objectives have been achieved. The speed of progress towards such fundamental principles as equal opportunity and the ability to maintain valued aspects of one's cultural heritage, is almost impossible to measure over a brief period of three years.

15. Across the range of recommendations and associated proposals, the Evaluation has found evidence of tangible and significant gains in the direction of the central objectives. Extension of the Grant-in-Aid Scheme for welfare workers has been a major catalyst for ethnic self-help activities and has significantly increased the number of bilingual welfare staff able to provide assistance so frequently unavailable from general agencies. Interviews with recently arrived migrants point to the value of the new initial settlement program as an important source of information about essential services in Australia. Data on the use of the Telephone Interpreter Service and community consultations throughout Australia, confirm the Service's contribution to creating access to general services for people who are not fluent in English.

16. Detailed examination of specific areas shows considerable unevenness in the degree to which the pursuit of recommendations has served the intended objectives. This is most apparent where little or no significant activity has taken place. But it is also the case in some areas where much energy — and sometimes substantial resources — has been expended. Accounts of activity have sometimes been misinterpreted as records of achievement.

17. In terms of the pattern of progress, one feature stands out. Most movement appears to have occurred in programs and services which are relatively specific. Where the Report made broader proposals, calling on government departments and other bodies to make changes in their established general programs and policies, the evidence of responsiveness is less apparent. On occasion, objectives have been all but ignored, or pursued with little conviction.

## Current Relevance of the Objectives

18. The Evaluation has found the four guiding principles set down by the Report to be of continuing relevance and to constitute a clear and necessary basis for effective programs and services in a multicultural society.

19. The first principle, equality of opportunity, has long been fundamental to Australia's social philosophy. It is essential that all Australians, regardless of their ethnic or cultural backgrounds should have equal opportunity to participate in the political, economic and social life of the nation, and have equal access to the general programs and services that are established for the benefit of all members of the society.

20. The second principle is basic to a multicultural society which values the diverse cultural heritage of its members. The ability of all Australians to maintain valued aspects of their heritage within the legal and political framework is important to individual identity and self-esteem. Increasingly, there is a recognition that Australia's diversity is not a threat to be contended with but a national resource offering all Australians new ideas and perspectives and fostering understanding and communication between groups from which all can benefit.

21. The third principle relating to the provision of specific programs and services for migrants has sometimes been criticised on the grounds that such programs are said to confer unusual benefits on migrants, and might sustain rather than change the neglect of migrant needs by general service providers. These views merit serious attention and were fully appreciated by the Report.

22. The Report's central and explicit thrust was that migrants should, as a matter of right, have access to the general programs and services available to the community as a whole. By far the most resources and greatest number of recommendations were directed toward that objective. As the necessary changes in and access to general programs would take time special services were emphasised to be necessary for the many migrants in immediate and urgent need of assistance.

23. Beyond this, the warrant for special programs for migrants is no different from that applying to other groups with particular needs. Programs for specific groups are neither unusual in the context of the Australian system nor a source of privileged treatment.

24. The Report's fourth principle, the need for consultation between service providers and clients, and the encouragement of self-help is clearly desirable. Difficulties arise not so much with the principle but the practice — how much consultation is 'full consultation'? How much government assistance, and under what circumstances, is consistent with the encouragement of self-help?

25. The Evaluation has found considerable support throughout Australia for the Report's view that 'ethnic communities themselves and the voluntary agencies can meet the welfare needs of migrants more effectively than government agencies' (para.1.28). In expressing this view, the Report also recognised some migrants preferred government rather than ethnic or voluntary agencies and there was a need for a small government social and welfare work service. The Evaluation endorses this view and believes there are other groups for whom government should provide services, to 'those communities which are either too new, too fragmented or too small to be serviced through the voluntary sector'.

## Future Developments

26. Assessing the continued relevance of the Report's recommendations and the need for change occupies a considerable part of the Evaluation. The Eval-

uation's central conclusion is that the Report's essential relevance is undiminished. The package of programs and services it recommended, has made, and continues to make, a crucial contribution to the well-being of migrants and to the commitment to a multicultural nation. This conclusion rests upon the Evaluation's research, extensive contact with individuals, community groups and organisations throughout Australia, and a survey of post-arrival programs and services in a number of other countries receiving large numbers of immigrants.

27. Changing circumstances and experience however inevitably create the need for adjustment to maintain or enhance program effectiveness, and to take further steps to sustain, restore and initiate momentum towards objectives.

28. The Report faced a situation in which programs had developed with little coherence and drive, and where major gaps in services were evident. Its strategy was two-fold. A number of measures, seen as longer term in their effect, aimed to increase the general responsiveness of social institutions to the needs of migrants and ethnic communities. In the short term, there were urgent areas of need and the Report devoted a great deal of its attention to the establishment and extension of programs and services in those areas.

29. To the extent that the Report was successful in the latter endeavour — and that appears to have been substantial — this Evaluation has been concerned to make those programs and services more effective and efficient. In some instances Report recommendations have proven ineffective or been overtaken by events, and their discontinuation is proposed. Beyond this, considerable attention is paid to the responsiveness to migrant needs of authorities which provide programs and services directed at the community as a whole.

30. With respect to special services for migrants, where these meet priority needs, and there is evidence of further needs, recommendations have been made to extend and enhance programs. Among these are the Grant-in-Aid Scheme, where recommendations to strengthen and extend the Scheme involve providing an additional $6.25m over the next three years. Elsewhere substantial increases in the impact of programs is proposed through a re-organisation of arrangements to permit a more cost effective basis of operation and greater program effectiveness. Thus, changes suggested to the On-Arrival Education Program will allow 38,000 more new arrivals to be taught English over the next three years for an additional $1.5m. Under present arrangements an expansion of this order would have cost an additional $15m.

31. In the area of general programs, the Evaluation emphasises the Report's first guiding principle — migrants' equality of access to general programs and services. The Evaluation shares the Report's view, endorsed by government, that each department and agency has the responsibility to take appropriate account of all members of the Australian community — whatever their ethnic and cultural background. This should be done as a matter of course and of principle, and not be dependent on extra or special funds.

32. A number of recommendations are directed at increasing the responsiveness of general institutions to the needs of a multicultural society. The Technical and Further Education (TAFE) Council for example, has acknowledged that migrants' needs are under-represented in TAFE activities. The Evaluation recommends that this awareness be acted upon, and that over the next three years TAFE direct $8m from its existing funds to achieve these needs.

33. The Evaluation gives particular emphasis to the principle of equality before the law. The Report drew attention to several areas where statute and policy created unwarranted distinctions between migrants on the basis of their countries of origin. It regarded such discrimination as incompatible with the commitment to multiculturalism and proposed that it be removed.

34. Action in some of these matters has been slower than might be hoped, and recommendations are made to accelerate the pace of reform. Further areas of discrimination in Commonwealth legislation are identified, and proposals are made to remedy this situation.

35. In all, the Evaluation makes 89 recommendations. The net additional cost to the Commonwealth budget is estimated at approximately $6m at current prices over the next three years. This outcome is the result of a number of significant expenditures, a number of savings where these are consistent with increased program effectiveness and a substantial reallocation of resources. The package will considerably enhance the total effective resources committed to equality of access and opportunity and direct assistance to those most in need.

36. To fully achieve this result it is essential to maintain the momentum of responsiveness by establishing formal mechanisms of monitoring and periodic, in-depth review. This was provided for by the Report as an integral part of its package. Similar arrangements are considered essential by the present Evaluation with respect to its proposals.

## Conclusions

37. The Report began with an outline of major social changes in Australia which necessitated new directions of programs and services for migrants and the need to encourage multiculturalism. The Government's acceptance of the Report was an explicit commitment to stimulate and support the processes of change which flowed from the Report's analysis.

38. This Evaluation has concluded that the commitment was necessary and worthwhile and recommends that it be renewed. As the demographic data presented in this Evaluation clearly demonstrates, this judgment would be warranted even if immigration into Australia were to cease tomorrow. It is all the more so in view of the virtual certainty that, for the foreseeable future, Australia will continue to be substantially enriched by people from every part of the globe.

39. Over the longer term however the achievement of overall objectives are not exclusively a matter of changes in particular policies, programs and recommendations. They depend upon the development of a recognition that the Australian community is a multicultural one, and a commitment to the principle that general programs must serve the community as a whole.

# Financial Appendix

(a) The program of expenditure recommended by the Report is an important benchmark by which implementation can be monitored and assessed. While the Report did not regard its expenditure recommendations as targets to be achieved regardless of the substantive outcome, they reflect its conclusions both about the financial commitments which could responsibly be made to meet the needs it discerned, and the priorities it attached to the various areas.

(b) The recommended expenditure program had two major elements:

- the additional expenditure in the case of 28 recommendations (and savings in one) to enhance programs, mount new initiatives and provide incentives to the States to participate more actively in selected areas. The additional direct expenditure required for these recommendations in the 3-year period was estimated by the Report to be $49.68m, expressed in April 1978 prices.
- the continuation for a further 3-year period of expenditure made in 1977/78 on those programs the Report concluded were valuable, although often needing redirection. Even though the Report was brought down before the end of the financial year, 1977/78 costs have been used in the Evaluation's calculations. In that year, $45.20m was spent on those elements of the package for which the Report made recommendations requiring additional direct expenditure or savings. Therefore $135.61m constituted the financial base for the next three years upon which the Report's additional expenditure was to be built.

Many of the remaining 28 recommendations did in fact involve expenditure, but because this was to be achieved through reallocation or only involved administrative costs related to implementation, the Report did not specify the amounts involved.

(c) As both base and additional expenditure figures are at 1977/78 values, adjustment is necessary so that recommended expenditures can be reasonably compared with actual or assessed expenditure for the three years. The Implicit Price Deflator (IPD) for expenditure on Gross Domestic Product, which reflects the movements of all prices in the economy, was used for conversion. Employing this, the base program converts to $159.39m (from $135.61m) and the additional expenditure to $60.75m (from $49.68m), a total of $220.14m.

(d) Table 1.1 presents a financial overview using this approach. It indicates that, in global terms, the expenditure level on those items subject to specific financial recommendations has generally been attained. Total expenditure on items subject to specific financial recommendations was $222.82m compared to the total recommended expenditure of $220.14m. These figures include expenditures on the pilot ethnic television station, but not on the establishment and operation of the permanent multicultural television service, which the Report said might require $20m to establish, but the cost of which amounted to $27.5m in 1980/81.

(e) As will be seen from Table 1.1, in some areas expenditure exceeded the recommended figures, while in others there were significantly lower expenditures. These variations in the expenditures on components might appear modest when compared with the total expenditure on migrant services and programs. However, comparisons show substantial variations when each area of expenditure is examined in more detail. Actual expenditure on the Initial Settlement Program shows a shortfall of 18% ($820,000) against the recommended figure, and in Welfare the shortfall is 11% ($1.64m). For Broadcasting, the shortfall is 41% ($7.07m), and for Co-ordination it is 27% ($820,000). On the other hand, in the case of the Adult Migrant Education Program, there was an increase in total expenditure over the recommended figure of 22% ($12.74m). The global expenditure outcome was produced by increased spending on English-language teaching and lower spending in the remaining areas. This suggests a significant shift in priorities over the period since Government accepted the Report's recommendations.

(f) A number of problems were experienced in establishing the extent to which recommendations have been implemented in financial terms. Several recommendations involved extensive co-operation between the Commonwealth and State governments, in some cases with Commonwealth funds being paid against Commonwealth/State programs under specific legislation, and in others requiring Commonwealth/State co-operation on an administrative level. Problems are said to be associated with the financial administration of programs in a variety of areas that require Commonwealth/State co-operation, and implementation can be delayed because of discussions required to establish procedures for implementation. This certainly was the case with a number of the Report's recommendations.

(g) Difficulties were also experienced at times in collecting adequate levels of detailed statistical and financial data, and in distinguishing between expenditures on program components. This information is important not only because the Report had made specific recommendations, but even more importantly because such distinctions are needed for decision-making about the relative priorities to be given to individual program components.

**Table 1.1**: Post-Arrival Programs and Services for Migrants: Recommended and Actual/Assessed Expenditure

| | 1 *1977/78 Expenditure over 3 years* $m | 2 *Recommended Additional Expenditure 1978/79-1980/81* $m | 3 *Total Recommended Expenditure 1978/79-1980/81* $m | 4 *Actual/ Assessed Expenditure 1978/79-1980/81* $m | 5 *Total Recommended Expenditure 1978/79-1980/81 (adjusted by IPD)**** $m | 6 *Difference: Actual/ Assessed and Total Recommended Expenditure* $m |
|---|---|---|---|---|---|---|
| Initial* Settlement | – | 3.84 | 3.84 | 3.84 | 4.66 | −0.82<br>(−18%) |
| English Language Teaching | | | | | | |
| – Adults | 37.26 | 11.12 | 48.38 | 70.10 | 57.36 | +12.74<br>(+22%) |
| – Children | 81.11 | 10.00 | 91.11 | 109.01 | 107.72 | +1.29<br>(+1.2%) |
| Communication & Information | 3.28 | 4.08 | 7.36 | 7.91 | 8.73 | −0.82<br>(−9.4%) |
| Welfare | 10.30 | 2.15 | 12.15** | 13.06 | 14.70 | −1.64<br>(−11%) |
| Broadcasting | 3.66 | 10.77 | 14.43 | 10.34 | 17.41 | −7.07<br>(−41%) |
| Multicultural Education | – | 5.32 | 5.32 | 6.39 | 6.57 | −0.18<br>(−2.7%) |
| Co-ordination | – | 2.40 | 2.40 | 2.17 | 2.99 | −0.82<br>(−27%) |
| | $135.61m | $49.68m | $184.99m | $222.82m | $220.14m | +$2.68m<br>(+1.2%) |

* Provision for on-arrival English tuition and associated teaching is included in 'English Language Teaching', and provision for interpreting services is in 'Communication and Information'.

** The Report recommended that total expenditure on Migrant Project Subsidies should be $450,000 over 3 years. Thus 1977/78 expenditure has not been considered in calculating total recommended expenditure for 1978/79 to 1980/81.

*** Implicit Price Deflator for expenditure on Gross Domestic Product.

*Notes*

This table covers those recommendations of the Report requiring additional direct expenditure or savings.

All expenditure is on a financial-year basis other than for funds disbursed through the Commonwealth Schools Commission, ie. children's education services and the majority of multicultural education which is for calendar years 1979, 1980 and 1981.

CHAPTER 2

# The Approach and Methodology of the Evaluation

*The approach of the Evaluation: analyses of objectives, finance and the implementation and effectiveness of individual programs. Survey of Information, Needs and Use of Services. Geographic Assessment of Service Providers. Migrant welfare, Grant-in-Aid survey. Multicultural television audience survey. Consultations and submissions.*

1. The terms of reference for the Evaluation emphasised both the Report's objectives and recommendations. The Institute was requested, in the Evaluation, to examine the effectiveness of the implementation of the Report, the achievement made against objectives, the continuing validity of both objectives and recommendations, and to make recommendations where change should be pursued.

2. The Evaluation has adopted a range of research techniques to assess the Report's objectives and recommendations from a variety of perspectives. These include an analysis of the Report's guiding principles, an examination of its general implementation and a financial analysis of its recommendations. Detailed studies of the implementation and outcomes of the individual recommendations have been made. Consultations, surveys of migrants in the community, and demographic projections have been conducted. Submissions were invited by press advertisements throughout Australia. The membership of the Institute provided a valuable source of information and comment. Altogether, more than 1,500 individuals, groups, departments and other interested parties have provided information, been consulted and made submissions.

3. In accordance with the terms of reference, an examination of the Report's principles and objectives was conducted. This covered the relation between the Report's guiding principles, the underlying strategies it developed in order to implement the integrated approach and the detailed recommendations themselves.

4. An analysis was made of the financial aspects of the Report's implementation. This entailed collection of information on relevant appropriations and expenditures for the 3-year period for departments, authorities and other bodies. This material has been analysed in both general and detailed terms.

5. The evaluation of the Report's specific recommendations required assessment of a number of issues: whether the programs and associated arrangements the Report recommended and the Government adopted have been put into effect; the effectiveness of each program and the extent to which it achieved the Report's objectives; the continuing relevance of those objectives; and the quality and standard of program performance.

6. In addition, emphasis was given to examining whether the evaluations of individual programs indicated:

- any limitations on the arrangements that were recommended or any fragmenting of the inter-relationships the Report regarded as critical to its package of programs
- a need for new directions for the package as a whole
- the existence of imbalances in the allocation of resources between programs or the need for strengthening co-ordinating mechanisms designed to ensure that the package of programs is delivered effectively
- a need to introduce more effective evaluation techniques into the on-going management of each of the individual programs

7. The data, information and other materials upon which the various assessments of individual programs rely, were provided by implementing agencies where that data and information was available. Further data was collected through the Institute's Geographic Assessment of Service Providers and Survey of Information, Needs and Use of Services. In relation to individual program evaluations, particular methodologies were constructed specifically for the purpose of collecting information about that program area.

8. To assess possible future needs for migrant services and programs, a study was conducted of Australia's population changes since the Report, using a range of demographic techniques on the 1976 Census and other data sets. This entailed: making adjustments for recent population changes resulting from settler departures and arrivals; developing projections based on the population's age-sex distributions and mortality rates; using related statistical data from the Australian Bureau of Statistics, the Department of Immigration and Ethnic Affairs and other official sources; and incorporating existing research work. Estimates of likely population characteristics for 1981 and 1986 included information on birthplace, location, age and sex, arrivals and departures, the profile of specific groups and the effects of likely internal population migration.

## Survey of Information, Needs and Use of Services

9. In late 1981 the Institute conducted a survey of 1,760 people in Melbourne and Sydney, to examine major problems encountered by persons of a non-English-speaking background, and their use and perception of services to assist with these problems.

10. Samples were selected for the Survey of Information, Needs and Use of Services (SINUS) to represent a wide spectrum of migrant communities in Australia. Language group, rather than country of birth, was chosen as the sampling criterion and six groups with varying periods of residence in Australia were selected. These ranged from longer-established language groups (Greek and Italian) to those more recently arrived (Spanish-speaking and Vietnamese), together with two groups which have become established in the intermediate period (Arabic-speaking, and Serbian and Croatian).

11. The survey was designed to include similar numbers of men and women, equal numbers of respondents from each of the six language groups and equal representation of respondents in three age groups: 16-35 years, 36-49 years and 50 years or above. Table 2.1 shows the actual distribution in terms of these criteria.

**Table 2.1**: Sample Characteristics of the Six Language Groups

| | *Arabic* | *Greek* | *Italian* | *Serbian and Croatian* | *Spanish* | *Vietnamese* | *Total* |
|---|---|---|---|---|---|---|---|
| *Location* | | | | | | | |
| Sydney | 51% | 52% | 44% | 56% | 40% | 48% | 49% |
| Melbourne | 49% | 48% | 56% | 44% | 60% | 52% | 51% |
| *Sex* | | | | | | | |
| Male | 50% | 51% | 49% | 51% | 49% | 54% | 51% |
| Female | 50% | 49% | 51% | 49% | 51% | 46% | 49% |
| *Age group* | | | | | | | |
| 16-35 | 39% | 29% | 30% | 39% | 41% | 41% | 36% |
| 36-49 | 29% | 38% | 33% | 40% | 42% | 29% | 35% |
| 50 & over | 32% | 33% | 37% | 21% | 17% | 30% | 29% |
| **Total number** | 342 | 285 | 278 | 255 | 257 | 343 | 1,760 |

12. For the four larger groups, respondents were sampled from a random selection of census-collection districts with a minimum of 18 households of each language group in both cities. For Spanish and Vietnamese speakers, the 1976 Census information did not permit useful sampling by this approach and suburbs with known Spanish-speaking and Vietnamese concentrations were chosen as starting points, from which a networking procedure was followed. The level of co-operation was generally high, and refusal rate was as low as ten percent.

13. Bilingual interviewers were recruited and given training in interviewing. The standard questionnaire was translated into the six languages, checked and then translated back into English by interviewers during the training period. The questionnaire was pilot-tested in October 1981. The field work, carried out between late November and early December 1981, was monitored closely and random checks were made on some interviews for each interviewer.

14. The survey was designed to achieve a number of goals. It provided previously unavailable data on specific aspects of individual programs and services, and a general insight into the levels of awareness and use of services as a whole. Additional background data on demographic characteristics provided a basis for examining sub-group differences.

15. Length of residence in Australia for the selected samples of people speaking Italian, Greek, Serbian and Croatian, Arabic, Spanish and Vietnamese averaged 19.7, 16.5, 13.0, 9.7, 5.9 and 1.8 years respectively. Most of those currently working were employed as tradesmen, process workers or labourers, and of those working 64% were union members. Despite minor variations, the sample is representative of the language groups included in the survey.

## Geographic Assessment of Service Providers

16. SINUS was conducted in conjunction with a Geographic Assessment of Service Providers (GASP), which surveyed the services available in the areas where SINUS respondents were interviewed. It provided information on the range and types of services offered in 705 agencies, the number of staff employed, languages spoken by staff, use of interpreters or translators, the number of clients including those with English difficulties, and general comments about service provision. The two surveys taken together provide two perspectives on services: that of selected groups of migrant clients and that of service providers.

17. GASP identified service providers on the basis of information from service directories, ethnic organisations and other agencies identified during the actual execution of the survey. In addition, a number of major service providers such as hospitals were included even where they were not located in the districts chosen for SINUS, on the grounds that their catchment areas included people from these areas.

18. The total of 705 service providers included 77 Commonwealth, 185 State and 233 local government agencies, 107 voluntary welfare organisations, 45 ethnic agencies, 25 commercial and other organisations, and 33 hospitals. In Sydney, the SINUS sample was drawn mainly from the southern and western metropolitan areas, and some 238 service providers were covered in GASP. In Melbourne, sampling took place throughout the metropolitan region, resulting in a much higher number of service providers (467) being covered. Refusal rates in the survey were close to 20% in both Sydney and Melbourne.

19. Of the organisations surveyed: 67% provided advice, information and referral services to clients; 56% provided counselling and casework; 32% provided health services; 32% had facilities for formal and social meetings; 28% provided child care; 22% had translation and interpreting services and 20% had recreational facilities. Other services included material and financial aid, accommodation, library and English lessons.

## Migrant Welfare Grant-in-Aid Agency Survey

20. In mid 1981, the Institute surveyed organisations receiving Grant-in-Aid (GiA) support to examine the extent to which the Report's objectives for the Scheme had been achieved, and the Scheme's effectiveness as a means of supporting ethnic and voluntary agency provision of migrant welfare services. Structured interviews were undertaken with management and GiA workers covering: agency activities; the worker's role; the range of client welfare demands and the agency's view of the Scheme's effectiveness.

21. Pilot interviews were conducted in nine agencies, and altogether a total of 83 agency directors and 105 GiA-funded workers were interviewed. Although there were 112 approved equivalent grants, four of the grants had only recently been allocated and were not included. One agency did not participate. Five positions were vacant at the time of interview and two workers were interviewed for each of five grants.

22. A survey was also conducted of GiA agency clients to identify their views of service provision. The questionnaire was trialled in one agency. Seven agencies, assisting clients from four major language groups took part in this survey and a total of 284 people were interviewed.

## Multicultural Television Survey

23. In mid 1981, the Institute conducted two Multicultural Television Surveys (MuTS) into audience reactions to the new multicultural television service. One survey, administered in respondents' first languages, covered 1,763 people of Italian, Greek, Vietnamese, Serbian and Croatian, Arabic and Spanish-speaking backgrounds. The other was of 1,687 people of an English-speaking background.

24. Both surveys included Sydney and Melbourne respondents and the sampling frame for each was developed in consultation with the Australian Bureau of

Statistics. Persons to be interviewed were selected randomly from among the homes contacted.

25. Both surveys used a questionnaire based on group discussions and pilot-testing, and involved two stages. In the first stage, people were asked about knowledge of the service, reception problems and their views of Channel 0/28's aims. Infrequent viewers did not participate in Stage 2 which asked people their views on particular programs; the learning of English and other community languages; and the role of the service in promoting multiculturalism.

26. A total of 3,450 interviews were completed: 1,869 in Sydney and 1,581 in Melbourne. Of these, 881 completed Stage 1 only and 2,569 completed Stage 2. Table 2.2 outlines the breakdown of interviews between the different language groups.

**Table 2.2**: Sample Characteristics of Multicultural Television Survey

| | *Italian* | *Greek* | *Viet-namese* | *Arabic* | *Spanish* | *Serbian Croatian* | *English* | *Total* |
|---|---|---|---|---|---|---|---|---|
| Completed (Stage 1) | 19 | 7 | 15 | 15 | 30 | 10 | 785 | 881 |
| Completed (Stages 1 and 2) | 357 | 27 | 198 | 265 | 209 | 311 | 902 | 2,569 |
| **Total** | 376 | 334 | 213 | 280 | 239 | 321 | 1,687 | 3,450 |

## Consultations and Submissions

27. Parallel to the various research activities, submissions were invited and extensive consultations were arranged with ethnic communities, interested organisations and individuals.

### Consultations

28. In order to determine an appropriate cross-section of ethnic community organisations to be consulted, a comprehensive list of organisations involved or interested in migrant programs and services was compiled. From this list a selection was made of:

- major organisations of the larger ethnic communities
- a cross-section of smaller ethnic community organisations
- 'umbrella' organisations, including groups of the same ethnic background or language group
- organisations rarely or never before consulted
- a comparable coverage of some communities across all the States and Territories in order to obtain a national perspective
- a cross-section of general welfare agencies engaged in migrant welfare

Centres covered were Adelaide, Brisbane, Canberra, Darwin, Geelong, Hobart, Melbourne, Newcastle, Perth, Sydney and Wollongong.

29. More than 300 organisations thus identified were sent letters inviting attendance at public meetings and separate meetings with Institute staff. Each invitation included the advertisement calling for submissions, and the Report's recommendations. Where possible, this was followed up by telephone. In addition, invitations to make written submissions were sent to ethnic communities and other organisations in Whyalla, Shepparton, Mildura and Townsville.

30. A total of 72 meetings, held during November and December 1981 and January 1982, included 14 public meetings with an average attendance of 20, and 58 meetings with one or more persons from individual ethnic communities. Over 450 people belonging to 197 organisations and associated with more than 40 ethnic groups, were consulted. Although they did not necessarily constitute representatives of every ethnic community, they were drawn from a broad diversity of ethnic backgrounds, with a wide range of varying interests and knowledge of government programs. Among them were people who were familiar with the process of consultation as well as some being consulted for the first time.

## Submissions

31. In October and November 1981, advertisements seeking written submissions were placed in 11 major English-language papers and in 63 ethnic newspapers, covering 23 languages and all States and Territories.

32. Of 54 submissions received from all States and Territories, 40 came from organisations and 14 from individuals. Personal submissions mostly came from persons involved in migrant and community welfare. Submissions were received from all levels of government, general community welfare organisations, tertiary institutions, women's organisations, library- related and teacher-related associations and the broadcasting sector. Ethnically based organisations, including Ethnic Communities' Councils, made 21 submissions.

## CHAPTER 3

# The Demographic Context

*A demographic analysis 1976 to 1986. Origins of the overseas-born population. Settler arrivals and departures. English language background. Geographical distribution of the population. Migrant children. The second generation. Aged migrants. Citizenship. Data needs in a multicultural society.*

1. The demographic context is important to a consideration of the settlement issues which flow from migration. Demographic data and analysis provide basic information on the composition, structure and distribution of a population and the characteristics of individual groups within the population. Such information is important for evaluating existing programs and services, and for future development.

2. The Report emphasised that migrants' needs change as a result of variations in the pattern of migration and the structure of the population. It also noted the fall in British and European migration from 70% to less than 40% of the total settler intake between 1971 and 1977. It foreshadowed significant settler increases from the Middle East, Asia and South America. Actual dimensions of trends, however, were then not known.

3. To assess possible future needs for migrant services and programs, a demographic analysis for the period 1976 to 1986 was commissioned for the Evaluation from the Department of Demography at the Australian National University to provide information on the changing composition and structure of the Australian population. This analysis indicates that significant demographic changes are taking place within Australia's overseas-born population. The changes mainly involve alteration in the proportions of settlers from various source countries, the ageing of overseas-born groups, the increase in the number of elderly lone women and a substantial rise in the number of non-English-speaking children from certain countries.

4. At the time of this Evaluation, detailed 1981 Census results were not available. The demographic estimates for 1981 have been based mainly on a range of official and other data relating to immigrants already arrived and children already born. Projections for 1986, based on the 1976 Census and other data sets, are more speculative and their accuracy depends heavily upon assumptions about categories, levels, and sources of migration. Changes in migration policies, special humanitarian programs, domestic and international economic conditions will also influence them considerably. Moreover, a new immigration policy came into operation in April 1982 and its impact on immigration patterns is not yet established. Assumptions based on known age-sex distributions and mortality rates are not likely to be affected.

## Origins of the Overseas-Born Population

5. In 1976, 20.1% of the total Australian population was overseas- born. In 1981, this figure had risen to 20.7%. By 1986 it is expected to have increased to 21.8%. Over the decade, significant changes will have taken place in the composition of the overseas-born population.

6. Within the total overseas-born population, the proportions of those born in the United Kingdom and Eire, Eastern, Northern and Southern Europe are declining. Groups with increasing proportions within the overseas-born population include those from New Zealand, Indo-China, other Southeast and East Asia, the Pacific, the Americas and Africa (mostly South Africa). The number of Indo-Chinese is likely to increase significantly from 1976 to 1986, when this group is expected to represent just under 1% of the total population (Table 3.1).

## Settler Arrivals and Departures

7. Census data tends to provide a static picture of the population at a given time, and there is often a time lag in the publication of census findings. For information on recent changes in the population's composition and structure and, more importantly in the present context, on recently arrived groups, it is necessary to turn to official immigration data on settler arrivals and departures.

8. This data shows that between 1976 and 1981, Australia experienced a net settler gain of 421,397 overseas-born persons (Table 3.2). Of these 23% were from New Zealand, 22% were from the United Kingdom and Eire, and 18% from Southeast Asia, mostly from Indo-China. Settlers from Southern Europe, traditionally perceived as providing the bulk of non-English- speaking immigration, contributed less than 3% of the total. During this period, Greek settlers experienced a net loss. Middle Eastern settlers, predominantly from Lebanon, contributed 6% of the total gain. Settlers from Eastern Europe made up 5% of the total, with those born in Poland constituting almost half of this group. It should be noted that settlers from the Americas and Africa (predominantly South Africa) made a greater contribution to the net settler gain than persons from Western Europe.

9. Marked differences in net settler gains are noticeable between the periods 1971-76 and 1976-81. In the earlier period, there was a total net gain of 115,046 settlers compared to 421,397 in the latter. Within the total net gain, the United Kingdom and Eire contribution declined from 42% in 1971-1976 to 22% in 1976-81. New Zealand's contribution between the same periods rose from 6% to 23%, while the total Asian contribution rose from 18% to 25%.

10. During the 1976-81 period, it is estimated that significant numbers of overseas-born settlers have returned to their countries of birth. During this period, all groups born in Western and Southern Europe, with the exception of those born in Germany, appear to have experienced settler losses. In the case of settlers from the United States, losses over this period represented an estimated 66% of all arrivals.

11. For the 1981-86 period, it is estimated that Australia will admit around 667,000 overseas-born settlers, a 67% increase over the 1976-81 period. New Zealand settlers under 'free flow' arrangements may contribute as many as 76, 000 (about 11%) in the five-year period. Family reunion is emphasised in the new migrant selection system, and around 250,000 (37%) settlers are likely to be

admitted under this new family category. It is expected that about 147,000 (22%) will be admitted under the business or labour shortage category; 118,000 (18%) as refugees; 54,000 (8%) as independents; and the remaining 22,000 (3%) as special eligibility migrants.

12. As shown in Table 3.2, the net settler gain for 1981-86 is likely to come predominantly from Southeast Asia (19%), the United Kingdom and Eire (17%), New Zealand (16%) and Southern Europe (11%), with smaller gains from Eastern Europe (6%), the Middle East (6%), and from both East Asia and Africa (5% each).

### English Language Background

13. The Report presented annual estimates for the period 1967-1977 of the number of settler arrivals, aged 15-64, who had poor or no English on arrival. These estimates were based on the 1973 survey *A Decade of Migrant Settlement* and ranged from a peak of 50,300 in 1969/70 to a low of 11,700 in 1975/76.

14. There is no firm information available about the English language proficiency of new settlers on arrival. An analysis of language usage and length of residence data in the 1976 Census provides one estimate of the number of overseas-born settler arrivals speaking no English. This estimate indicates that of the total of 402,691 settlers arriving between 1976-81, there may be some 68,000 who were still unable to speak English by mid 1981 (Table 3.3). Of the total of 667,000 overseas-born settlers expected to arrive between 1981 and 1986, some 131,000 are likely to remain unable to speak English at mid 1986.

15. At mid 1981, settlers arriving during 1976-1981 and not speaking English came predominantly from Southeast and East Asia (41,792), from Eastern Europe and Yugoslavia (7,887), from Southern Europe (7,579) and 6,272 from the Middle East. On average, about 30% or an estimated 41,000 settlers speaking no English are expected to arrive annually during the period 1981-86. Settlers arriving between 1981 and 1986 from Southeast and East Asia, and still speaking no English by mid 1986, are expected to total 77,470; those from Southern Europe 19,850; and those from Eastern Europe and Yugoslavia 19,523.

16. It should be noted that these estimates are heavily dependent on assumptions which events may invalidate. Also, they relate only to recent settler arrivals and take no account of the backlog of residents who have never learnt English. The 1976 Census found 175,373 residents aged 5 years and above who were recorded as not regularly using English.

### Geographical Distribution of the Population

17. The Report presented data from the 1971 Census on the distribution of overseas-born persons by States. The present demographic estimates show a relatively unchanged position for 1981. By mid 1986, a slight decrease in concentration is expected in Victoria and a slight increase in Western Australia and Queensland. Brisbane is likely to attract more New Zealanders, while settlers from the United Kingdom and Eire are expected to prefer Perth.

18. Since 1976, however, the destinations of new settler arrivals within Australia, as well as internal migration patterns, appear to have changed substantially. The Australian-born, nevertheless, migrate internally much more than the overseas-born.

19. The proportion of overseas-born residents within the total population of each State varies considerably. This proportion in 1981 was as high as 27% in Western Australia, 24% in the Australian Capital Territory, 23% in South Australia, 22% in Victoria, 21% in New South Wales, 17% in the Northern Territory, 15% in Queensland and 11% in Tasmania (Table 3.4). By 1986, the proportions are likely to increase in Western Australia, Queensland and the Northern Territory to 29%, 16% and 19% respectively (Table 3.5). The proportion is likely to decrease to 20% in South Australia where an actual fall in the number of overseas-born settlers is expected.

20. For almost all overseas birthplace groups, the largest concentrations at mid 1981 were to be found in New South Wales, which had 35% (1,085,000) of the total Australian overseas-born population. The exceptions were groups born in Italy, Greece and other Southern European countries whose largest concentrations were to be found in Victoria. No significant change in the location of concentrations is expected during the next four years.

21. In 1981, 53% (1,640,000) of all overseas-born persons were resident in Sydney or Melbourne. By mid 1986 their numbers are expected to reach 1,015,000 in Sydney and 830,000 in Melbourne (Table 3.6). Melbourne will have more persons born in Southern Europe than persons born in the United Kingdom and Eire. The reverse is true in Sydney, which will also have significantly more persons than Melbourne born in Southeast and East Asia, New Zealand, the Pacific, the Middle East and the Americas.

## Migrant Children

22. Australia's overseas-born population is not young. At mid 1981, while 29% of the Australian-born were under the age of 15, the only overseas-born groups with more than 20% of their members under 15 were from the Pacific Islands (32%) and from Indo-China (31%) (Table 3.7). Less than 5% of those born in Italy, Greece, Northern and Eastern Europe, were under 15.

23. At mid 1986, there are expected to be some 40,000 New Zealand-born children under 15; 11,000 born elsewhere in the Pacific; 33,000 born in Indo-China; 22,000 from East and Southeast Asia (excluding Indo-China); 2,000 from Italy; 2,200 from Greece and 4,000 from Eastern Europe. The anticipated increase of close to 17,000 children under 15 years, born in Indo-China and arriving during the period 1981-1986, is particularly noteworthy.

## The Second Generation

24. The dichotomy between overseas-born and Australian-born can be deceptive. Within many immigrant families, older children may be overseas-born while younger children may have been born in Australia. Children born in Australia of overseas-born parents may have the same special educational needs as children born overseas, especially where English is not the language regularly spoken at home.

25. In 1976, 44% of Australian-born second generation migrant children aged 5-9 years, had mothers born in Southern Europe. At mid 1986, estimates indicate this will have decreased to 27%. The Middle Eastern proportion will have trebled from 3% in 1976 to 9% in 1986. The most significant change is likely to take place among second generation Indo-Chinese. Their numbers in the 0-9 age

group will have increased between 1976 and 1986, from 190 to just over 11,780, when they will represent 2% of the total Australian-born second generation migrant children in that age group (Table 3.8).

26. Children aged 0-11 years born in Australia to Italian-born mothers will decrease from 78,000 in 1981 to around 51,000 in 1986. Similarly, children born in Australia to mothers born in Greece are likely to decrease from 61,000 in 1981 to 38,000 in 1986. This indicates that thought should be given to designing programs suited to a wide range of groups, especially those experiencing a substantial numerical increase. It should be noted that children who will be aged 5-9 years in 1986 have already been born and planning for their schooling can be firmly based on solid data.

27. Some of the reasons for the changing composition of Australian-born second generation migrant children are the age structure of new settlers, the ageing of certain groups and the differing fertility rates of overseas-born women. When marital status is taken into account, fertility levels of women born in Lebanon, Syria and Egypt are significantly higher than the levels of other women whether born overseas or in Australia. The significance of these distinctively higher fertility levels is considerable and implies the need for special services in such areas as health care, infant and child welfare, and education. It also affects the availability of married women for participation in the labour force.

### Aged Migrants

28. The Report noted that the number of elderly migrants could be expected to increase dramatically between 1976 and 1986. The proportion of aged persons in any birthplace group generally reflects the period at which immigration from that country peaked and also the extent to which older family members have been brought to Australia by their children.

29. In 1976, 13.1% of the total overseas-born population was of pensionable age (women aged 60 years or more and men aged 65 years or more). By 1986 that proportion will have risen to 14.4%. By contrast 10.4% of the Australian population was of pensionable age in 1976 and that proportion will have increased only slightly to 10.6% by 1986. Of the total pensionable population in 1976, 23% were born overseas. This proportion is likely to increase to 27% by mid 1986.

30. The proportion of persons of pensionable age varies greatly between different birthplace groups (Table 3.9). For example, the proportion of pensionable persons among the group born in the United Kingdom and Eire was 20% in 1981, and is expected to be 19% in 1986. The proportion among the Italian-born was 12% in 1981, and is likely to rise to 17% in 1986. At the extremes are persons born in the Baltic States and Indo-China. While 45% of the former will be of pensionable age in 1986, only 2.5% of the latter will be of pensionable age in the same year.

31. One way of comparing the relative ageing of different birthplace groups is by contrasting their median ages (Table 3.10). In 1976, the median age of the total overseas-born population was approximately 37 years, compared to 25 years for the total Australian-born. This difference will widen, when by 1986, the median age of the overseas-born and Australian-born will be about 40 and 27 years respectively.

32. Any birthplace group which has half of its members over the age of 50, or even 45, faces a considerable burden of aged dependency. By 1986, within the

overseas-born population, median ages will range from around 56 for those born in the USSR and Ukraine, to 24 years for those born in Indo-China. The median ages for those born in Poland is expected to be 55 years; 52 years for those born in the Baltic States; and for those born in Hungary, Italy and Greece, 51, 48 and 46 years respectively.

33. Another consequence of an ageing population is the increase in the proportion of lone women. In 1981, there were some 188,838 overseas-born widows and other lone women in Australia aged 50 years and over. By 1986, their numbers are likely to increase by about 20,200, at which time they will represent 12.7% of all overseas-born females in Australia.

34. In terms of the birthplace of these women, more than 95,000 were from the United Kingdom and Eire, 17,000 from Eastern Europe and 29,000 from Southern Europe.

35. The implications of this data for welfare service provision are considerable, especially as these lone women often make up a high proportion of all females from any given birthplace. Lone women, for example, aged 50 and over, represent about 17% of all females born in the United Kingdom and Eire and residing in Australia; and about 23% of all females born in Eastern Europe.

36. Certain overseas birthplace groups in Australia will soon have half of their members over the age of 50. It is unrealistic to expect that these aged members will be able to continue living with their children to the same extent as they have been. For example, some 9,000 people born in Hungary and aged 60 and over, will look to only 6,000 people of Hungarian origin, and aged 20-39, for support. The Australian-born younger generation of these groups may also be more reluctant than the overseas-born generation to care for the aged at home. The gradual trend towards marriages across ethnic boundaries may also result in an increasing number of households where it is difficult for the aged with limited English to live with sons-in-law or daughters-in-law who speak only English.

### Citizenship at mid 1981

37. Overseas birthplace groups in Australia differ significantly in their approach to Australian citizenship. This undoubtedly reflects such factors as commitment to residing permanently in Australia; country of origin attitudes to change of citizenship; dual citizenship; specific job opportunities and interest in participating in Australian political life. At mid 1981, only 10% of all New Zealanders, 17% of Americans, 24% of Turkish migrants and 31.7% of British migrants had taken Australian citizenship (Table 3.11). By contrast, 91% of Indians, and 87% of Greek, Polish and Cypriot migrants had become Australian citizens.

### Data Needs in a Multicultural Society

38. For the effective development of a multicultural society it is important to have adequate data on birthplace, ethnic descent and language usage. Recent Australian census data on birthplace of parents makes it possible to follow up the second generation, but not the third. Once the size of the third generation becomes significant, the use of data on the first and second generations alone to represent the ethnic group as a whole becomes increasingly inappropriate. Australia's Italian community had reached this stage by the 1976 Census, and those of Greek and Yugoslav extraction by the 1981 Census.

39. Information about ethnic origin would overcome problems related to third and later generations and to such cases as Greeks born in Egypt, and Russians born in China. It would also assist in determining the extent to which people of different ethnic backgrounds have equal opportunities to participate in the social, economic and political processes of Australian society and receive equal access to its services.

40. Accordingly, it is recommended that:

> *Future censuses should include a question on ethnic origin as well as questions on birthplace of parents and language usage.*

41. It is also important that the release and analysis of the birth-place and language data from the 1981 Census be given high priority and that basic cross-tabulations be published in hard copy.

**Table 3.1**: Australian Population by Place of Birth for 1976, 1981 and 1986

| *Birthplace* | *1976* | | *1981* | | *1986* | |
|---|---|---|---|---|---|---|
| | *No* | % | *No* | % | *No* | % |
| UK & Eire | 1,117,924 | 8.25 | 1,168,177 | 7.83 | 1,174,190 | 7.38 |
| Germany | 107,560 | 0.79 | 114,219 | 0.77 | 121,165 | 0.76 |
| Netherlands | 92,111 | 0.68 | 94,409 | 0.63 | 97,67[illegible] | 0.61 |
| Other Northern Europe | 78,633 | 0.58 | 81,717 | 0.55 | 85,880 | 0.54 |
| Poland | 56,051 | 0.41 | 61,634 | 0.41 | 72,209 | 0.45 |
| Other Eastern Europe | 99,252 | 0.73 | 105,514 | 0.71 | 111,443 | 0.70 |
| Italy | 280,154 | 2.07 | 282,957 | 1.90 | 285,433 | 1.79 |
| Yugoslavia | 143,592 | 1.06 | 151,383 | 1.01 | 166,901 | 1.05 |
| Greece | 152,908 | 1.13 | 151,354 | 1.01 | 156,955 | 0.99 |
| Malta | 55,887 | 0.41 | 58,545 | 0.39 | 61,894 | 0.39 |
| Other Southern Europe | 48,685 | 0.36 | 53,080 | 0.36 | 62,009 | 0.39 |
| Lebanon | 33,422 | 0.25 | 53,329 | 0.36 | 63,686 | 0.40 |
| Other Middle East | 63,555 | 0.47 | 71,482 | 0.48 | 87,496 | 0.55 |
| Indo-China | 3,381 | 0.02 | 53,376 | 0.36 | 125,897 | 0.79 |
| Other E & SE Asia | 90,528 | 0.67 | 143,354 | 0.96 | 194,588 | 1.22 |
| South Asia | 57,569 | 0.42 | 61,533 | 0.41 | 77,945 | 0.49 |
| Americas | 80,733 | 0.60 | 101,212 | 0.68 | 118,804 | 0.75 |
| Africa | 40,390 | 0.30 | 58,708 | 0.39 | 81,075 | 0.51 |
| Pacific | 26,705 | 0.20 | 41,264 | 0.28 | 58,543 | 0.37 |
| New Zealand | 89,792 | 0.66 | 184,300 | 1.24 | 262,516 | 1.65 |
| TOTAL OVERSEAS-BORN | 2,718,832 | 20.07 | 3,091,547 | 20.72 | 3,466,301 | 21.80 |
| Australia | 10,829,617 | 79.93 | 11,825,714 | 79.28 | 12,436,159 | 78.20 |
| **Total Population** | 13,548,449 | 100% | 14,917.261 | 100% | 15,902,460 | 100% |

*Notes*

1976 figures are census data

1981 figures are estimates; 1986 figures are projections

**Table 3.2:** Settler Arrivals, Settler Loss, and Net Gain by Place of Birth: 1976-1981 and 1981-1986

| | *1976-1981* | | | *1981-86 (estimates)* | | |
|---|---|---|---|---|---|---|
| *Birthplace* | *Settler Arrivals* | *Settler Loss* | *Net* | *Settler Arrivals* | *Settler Loss* | *Net* |
| England | 83,996 | −14,400 | 69,596 | 107,049 | −32,114 | 74,935 |
| Scotland | 12,089 | +3,458 | 15,547 | 16,469 | −2,353 | 14,116 |
| Wales | 1,960 | +2,576 | 4,536 | 4,117 | −411 | 3,706 |
| Ireland | 6,646 | −2,838 | 3,808 | 9,999 | −3,000 | 6,999 |
| TOTAL UK & EIRE | 104,691 | −11,204 | 93,487 | 137,634 | −37,878 | 99,756 |
| Scandinavia | 2,313 | −1,274 | 1,039 | 4,705 | −2,352 | 2,353 |
| Finland | 826 | −218 | 608 | 3,529 | −1,764 | 1,765 |
| Germany | 5,913 | +782 | 6,695 | 12,940 | −2,353 | 10,587 |
| Netherlands | 5,579 | −3,573 | 2,006 | 12,940 | −6,470 | 6,470 |
| Austria | 1,004 | −398 | 606 | 2,941 | −1,294 | 1,647 |
| France | 1,806 | −343 | 1,463 | 2,941 | −1,765 | 1,176 |
| Other Western Europe | 2,272 | −971 | 1,301 | 4,705 | −2,940 | 1,765 |
| TOTAL WESTERN EUROPE | 19,713 | −5,995 | 13,718 | 44,702 | −18,940 | 25,762 |
| Baltic States | 90 | +141 | 231 | 823 | +118 | 941 |
| Czechoslovakia | 1,824 | +690 | 2,514 | 2,823 | −470 | 2,353 |
| Hungary | 1,480 | +1579 | 3,059 | 3,294 | +235 | 3,529 |
| Poland | 5,098 | +3,375 | 8,473 | 20,586 | −2,940 | 17,646 |
| USSR & Ukraine | 4,547 | −275 | 4,272 | 7,058 | +1,177 | 8,235 |
| Other Eastern Europe | 1,899 | +215 | 2,114 | 2,470 | +471 | 2,941 |
| TOTAL EASTERN EUROPE | 14,938 | +5,725 | 20,663 | 37,056 | −1,412 | 35,644 |
| Yugoslavia | 7,920 | −1,503 | 6,417 | 25,292 | −5,882 | 19,410 |
| Italy | 6,938 | −4,112 | 2,826 | 21,175 | −6,353 | 14,822 |
| Greece | 5,379 | −8,438 | −3,059 | 17,646 | −7,059 | 10,587 |
| Cyprus | 4,361 | −2,433 | 1,928 | 6,470 | −1,294 | 5,176 |
| Malta | 3,121 | −910 | 2,211 | 5,882 | −1,177 | 4,705 |
| Spain | 1,595 | −1,411 | 184 | 4,705 | −1,882 | 2,823 |
| Portugal | 2,100 | −497 | 1,603 | 3,529 | −988 | 2,541 |
| Other Southern Europe | 134 | −75 | 59 | 1,176 | −470 | 706 |
| TOTAL SOUTHERN EUROPE | 31,548 | −19,379 | 12,169 | 85,875 | −25,104 | 60,771 |
| Lebanon | 18,393 | −1,924 | 16,469 | 13,528 | −1,764 | 11,764 |
| Turkey | 4,936 | −546 | 4,390 | 4,470 | −1,529 | 2,941 |
| Israel | 952 | +782 | 1,734 | 2,941 | +588 | 3,529 |
| Egypt | 1,373 | −9 | 1,364 | 7,529 | −471 | 7,058 |
| Other Middle East | 2,104 | +930 | 3,034 | 6,235 | +235 | 6,470 |
| TOTAL MIDDLE EAST | 27,758 | −767 | 26,991 | 34,703 | −2,941 | 31,762 |
| India | 4,686 | −150 | 4,536 | 16,469 | −1,764 | 14,705 |
| Pakistan, Bangladesh | 774 | −295 | 479 | 2,353 | −236 | 2,117 |
| Sri Lanka | 2,151 | −162 | 1,989 | 5,294 | −589 | 4,705 |
| TOTAL SOUTH ASIA | 7,611 | −607 | 7,004 | 24,116 | −2,588 | 21,528 |
| China | 5,932 | +775 | 6,707 | 9,999 | −1,000 | 8,999 |
| Hong Kong | 5,347 | +1,842 | 7,189 | 13,528 | −588 | 12,940 |
| Singapore | 3,059 | −1,706 | 1,353 | 7,646 | −2,941 | 4,705 |
| Japan | 662 | +1,374 | 2,036 | 1,176 | +589 | 1,765 |
| Other East Asia | 4,081 | +1,193 | 5,274 | 2,941 | −235 | 2,706 |
| TOTAL EAST ASIA | 19,081 | +3,478 | 22,559 | 35,291 | −4,176 | 31,115 |

**Table 3.2** Settler Arrivals, Settler Loss, and Net Gain by Place of Birth: 1976-1981 and 1981-1986 *(contd.)*

| | *1976-1981* | | | *1981-86 (estimates)* | | |
|---|---|---|---|---|---|---|
| *Birthplace* | *Settler Arrivals* | *Settler Loss* | *Net* | *Settler Arrivals* | *Settler Loss* | *Net* |
| Burma | 793 | +299 | 1,092 | 1,176 | +589 | 1,765 |
| Malaysia | 9,028 | +2,606 | 11,634 | 10,587 | −1,176 | 9,411 |
| Indonesia | 1,883 | +2,286 | 4,169 | 4,705 | −588 | 4,117 |
| Philippines | 9,204 | +68 | 9,272 | 14,116 | −2,352 | 11,764 |
| Thailand | 1,153 | +497 | 1,650 | 1,765 | −353 | 1,412 |
| Indo-China | 50,280 | −353 | 49,927 | 87,051 | −4,705 | 82,346 |
| TOTAL SE ASIA | 72,341 | +5,403 | 77,744 | 119,401 | −8,587 | 110,814 |
| Canada | 3,556 | +2,403 | 5,959 | 3,529 | – | 3,529 |
| USA | 6,414 | −4,259 | 2,155 | 10,587 | −7,058 | 3,529 |
| British W. Indies | 453 | +198 | 651 | 588 | +118 | 706 |
| Argentina | 3,578 | −1,283 | 2,295 | 2,941 | −588 | 2,353 |
| Chile | 4,705 | −622 | 4,083 | 3,529 | −235 | 3,294 |
| Uruguay | 2,057 | −594 | 1,463 | 2,353 | −294 | 2,059 |
| Other Latin America | 1,826 | +846 | 2,672 | 5,882 | −235 | 5,647 |
| TOTAL AMERICAS | 22,589 | −3,311 | 19,278 | 29,409 | −8,293 | 21,116 |
| South Africa | 12,582 | −477 | 12,105 | 17,646 | −3,530 | 14,116 |
| Mauritius | 1,009 | +505 | 1,514 | 1,412 | +941 | 2,353 |
| Other British Africa | 3,845 | −570 | 3,275 | 8,235 | −1,177 | 7,058 |
| Other Africa | 798 | +220 | 1,018 | 4,470 | −588 | 3,882 |
| TOTAL AFRICA | 18,234 | −322 | 17,912 | 31,762 | −4,353 | 27,409 |
| Fiji | 2,260 | +2,725 | 4,985 | 8,823 | −588 | 8,235 |
| Papua New Guinea | 2,194 | +2,433 | 4,627 | 1,765 | +588 | 2,353 |
| Other Pacific | 2,275 | +2,302 | 4,577 | 8,235 | +588 | 8,823 |
| TOTAL PACIFIC | 6,729 | +7460 | 14,189 | 18,822 | +588 | 19,410 |
| New Zealand | 54,309 | +41,374 | 95,683 | 68,229 | +23,528 | 91,757 |
| TOTAL OVERSEAS-BORN | 399,542 | +21,855 | 421,397 | 667,000 | −90,157 | 576,843 |
| Australia | 3,174 | −5,813 | −2,639 | 3,000 | −15,500 | −12,500 |
| **Grand Total** | 402,716 | +16,042 | 418,758 | 670,000 | −105,657 | 564,343 |

*Notes*

DIEA statistics for settler arrivals classify settlers as persons who on arrival state that they have come intending to settle.

The measure of Settler Loss is the Deficit — ie. the difference between Total Net and Settler Arrivals — and assumes that over the five-year period the temporary movement of visitors and residents cancels out. Persons arriving as visitors, and then staying on permanently, reduce this measure of settler loss and, in some cases, are so numerous that negative loss turns into positive gain; New Zealand is conspicuous in this regard.

Minor variations in totals result from rounding of estimates.

**Table 3.3** Estimated Settler Arrivals Speaking No English at mid 1981 and mid 1986

| | | *at mid 1981* | | | *at mid 1986* | | |
|---|---|---|---|---|---|---|---|
| | *(a)* | *2-4 yrs* | *0-1 yr* | *0-4 yrs* | *2-4 yrs* | *0-1 yr* | *0-4 yrs* |
| | *(b)* | *1976-79* | *1979-81* | *1976-81* | *1981-84* | *1984-86* | *1981-86* |
| UK, Eire & New Zealand | SA | 78,617 | 80,352 | 158,969 | 135,643 | 70,221 | 205,864 |
| | % | 0.07 | 0.15 | 0.11 | 0.08 | 0.12 | 0.09 |
| | NE | 52 | 117 | 169 | 109 | 84 | 193 |
| USA, Canada S. Africa, PNG, etc. | SA | 17,376 | 15,001 | 32,377 | 29,056 | 23,527 | 52,583 |
| | % | 0.76 | 0.73 | 0.74 | 0.76 | 0.73 | 0.75 |
| | NE | 132 | 109 | 241 | 221 | 172 | 393 |
| Northern Europe | SA | 8,764 | 10,947 | 19,711 | 26,821 | 17,881 | 44,702 |
| | % | 3.80 | 12.76 | 8.78 | 3.80 | 12.76 | 7.38 |
| | NE | 333 | 1,397 | 1,730 | 1,019 | 2,282 | 3,301 |
| Eastern Europe | SA | 8,745 | 14,112 | 22,857 | 38,820 | 23,527 | 62,347 |
| | % | 25.17 | 40.30 | 34.51 | 25.17 | 40.30 | 30.88 |
| | NE | 2,201 | 5,686 | 7,887 | 9,771 | 9,481 | 19,252 |
| Southern Europe | SA | 14,530 | 9,100 | 23,630 | 36,350 | 24,233 | 60,583 |
| | % | 25.72 | 42.22 | 32.07 | 25.72 | 42.22 | 32.32 |
| | NE | 3,737 | 3,842 | 7,579 | 9,349 | 10,231 | 19,580 |
| Middle East | SA | 21,788 | 6,022 | 27,810 | 20,822 | 13,881 | 34,703 |
| | % | 20.46 | 30.12 | 22.55 | 18.11 | 27.74 | 21.96 |
| | NE | 4,458 | 1,814 | 6,272 | 3,771 | 3,851 | 7,622 |
| South Asia | SA | 4,709 | 2,924 | 7,633 | 14,469 | 9,647 | 24,116 |
| | % | 0.43 | 1.63 | 0.89 | 0.42 | 1.53 | 0.91 |
| | NE | 20 | 48 | 68 | 61 | 157 | 218 |
| Southeast & East Asia | SA | 44,110 | 47,238 | 91,348 | 97,050 | 57,642 | 154,692 |
| | % | 40.91 | 50.27 | 45.75 | 50.08 | 50.08 | 50.08 |
| | NE | 18,045 | 23,747 | 41,792 | 48,603 | 28,867 | 77,470 |
| Latin America | SA | 9,100 | 3,024 | 12,124 | 8,823 | 5,882 | 14,705 |
| | % | 13.11 | 27.54 | 16.71 | 13.11 | 27.53 | 18.88 |
| | NE | 1,193 | 833 | 2,026 | 1,157 | 1,619 | 2,776 |
| Other Africa & Other Pacific | SA | 3,516 | 2,716 | 6,232 | 7,799 | 4,906 | 12,705 |
| | % | 4.42 | 10.22 | 6.93 | 4.42 | 10.22 | 6.66 |
| | NE | 155 | 277 | 432 | 345 | 501 | 846 |
| TOTAL | SA | 211,255 | 191,436 | 402,691 | 415,653 | 251,347 | 667,000 |
| | % | 14.36 | 19.78 | 16.94 | 17.90 | 22.78 | 19.74 |
| | NE | 30,326 | 37,870 | 68,196 | 74,406 | 57,245 | 131,651 |

*Notes*
(a) Length of residence in Australia
(b) Settler arrivals of given years

SA: Settlers arriving
%: % speaking no English (based on 1976 census statistics of language, by period of residence)
NE: Numbers speaking no English at mid 1981 and mid 1986

Annual statistics do not exist for the languages of settlers on arrival.

**Table 3.4**: Estimated Population Distribution by State and by Birthplace, mid 1981

| *Birthplace* | | *NSW* | *Vic* | *Qld* | *SA* | *WA* | *Tas* | *NT* | *ACT* |
|---|---|---|---|---|---|---|---|---|---|
| UK & Eire | | 353,496 | 264,312 | 165,567 | 151,117 | 184,695 | 23,972 | 6,370 | 18,648 |
| | % | 30.26 | 22.63 | 14.17 | 12.94 | 15.81 | 2.05 | .54 | 1.60 |
| Northern | | 91,149 | 89,884 | 33,110 | 34,643 | 25,049 | 6,280 | 2,502 | 7,728 |
| Europe | % | 31.43 | 31.00 | 11.29 | 11.95 | 8.64 | 2.17 | .86 | 2.66 |
| Eastern | | 59,899 | 57,939 | 11,543 | 20,467 | 10,668 | 3,057 | 522 | 3,053 |
| Europe | % | 35.84 | 34.66 | 6.91 | 12.24 | 6.38 | 1.83 | .31 | 1.83 |
| Yugoslavia | | 60,536 | 56,770 | 8,682 | 9,493 | 10,973 | 935 | 427 | 3,567 |
| | % | 39.99 | 37.50 | 5.73 | 6.27 | 7.25 | .62 | .28 | 2.36 |
| Italy | | 82,173 | 113,898 | 22,056 | 30,264 | 29,609 | 1,436 | 797 | 2,724 |
| | % | 29.04 | 40.25 | 7.79 | 10.70 | 10.46 | .51 | .28 | .96 |
| Greece | | 52,493 | 72,378 | 4,897 | 13,554 | 4,415 | 845 | 1,244 | 1,528 |
| | % | 34.68 | 47.82 | 3.23 | 8.96 | 2.92 | .56 | .82 | 1.01 |
| Other Southern | | 48,201 | 44,996 | 5,626 | 5,288 | 5,130 | 218 | 572 | 1,594 |
| Europe | % | 43.19 | 40.32 | 5.02 | 4.74 | 4.59 | .19 | .51 | 1.43 |
| Middle East | | 77,435 | 37,787 | 2,199 | 3,488 | 3,034 | 191 | 161 | 516 |
| | % | 62.04 | 30.28 | 1.76 | 2.79 | 2.43 | .15 | .13 | .41 |
| Indo-China | | 23,182 | 11,251 | 7,707 | 4,554 | 1,656 | 1,046 | 377 | 3,603 |
| | % | 43.43 | 21.08 | 14.44 | 8.53 | 3.10 | 1.96 | .71 | 6.75 |
| Other SE & | | 60,124 | 32,269 | 14,649 | 6,516 | 21,940 | 1,633 | 2 406 | 3,817 |
| E Asia | % | 41.94 | 22.51 | 10.22 | 4.55 | 15.30 | 1.14 | 1.68 | 2.66 |
| South Asia | | 16,060 | 23,435 | 4,009 | 3,341 | 12,801 | 538 | 388 | 961 |
| | % | 26.10 | 38.09 | 6.52 | 5.43 | 20.80 | .87 | .63 | 1.56 |
| Americas | | 48,153 | 21,767 | 11,617 | 5,603 | 8,638 | 1,336 | 1,527 | 2,571 |
| | % | 47.58 | 21.51 | 11.48 | 5.54 | 8.53 | 1.32 | 1.51 | 2.54 |
| Africa | | 19,996 | 17,738 | 5,926 | 3,441 | 9,167 | 1,043 | 415 | 982 |
| | % | 34.06 | 30.21 | 10.09 | 5.86 | 15.61 | 1.78 | .71 | 1.67 |
| Pacific | | 17,285 | 5,613 | 11,747 | 1,520 | 2,714 | 740 | 570 | 1,075 |
| | % | 41.89 | 13.60 | 28.47 | 3.68 | 6.58 | 1.79 | 1.38 | 2.61 |
| New Zealand | | 75,395 | 33,764 | 40,399 | 6,407 | 18,154 | 3,696 | 2,993 | 3,492 |
| | % | 40.91 | 18.32 | 21.92 | 3.48 | 9.85 | 2.01 | 1.62 | 1.89 |
| TOTAL O/S | | 1,085,577 | 883,801 | 349,734 | 299,696 | 348,643 | 46,966 | 21,271 | 55,859 |
| BORN | % | 35.12 | 28.59 | 11.30 | 9.70 | 11.28 | 1.52 | .69 | 1.81 |
| Australia | | 4,164,669 | 3,074,715 | 1,955,625 | 1,019,485 | 944,499 | 383,090 | 106,190 | 177,441 |
| | % | 35.22 | 26.00 | 16.54 | 8.62 | 7.99 | 3.24 | .90 | 1.50 |
| **Grand Total** | | 5,250,246 | 3,958,516 | 2,305,359 | 1,319,181 | 1,293,142 | 430,056 | 127,461 | 233,300 |
| | % | 35.18 | 26.57 | 15.45 | 8.84 | 8.67 | 2.88 | .85 | 1.56 |

Table 3.5: Projected Distribution of Population by State and By Birthplace, mid 1986

| *Birthplace* | | *NSW* | *Vic* | *Qld* | *SA* | *WA* | *Tas* | *NT* | *ACT* |
|---|---|---|---|---|---|---|---|---|---|
| UK & Eire | | 356,004 | 258,788 | 175,040 | 128,305 | 207,728 | 23,720 | 6,280 | 18,325 |
| | % | 30.32 | 22.04 | 14.91 | 10.93 | 17.69 | 2.02 | .53 | 1.56 |
| Northern Europe | | 97,123 | 93,615 | 35,083 | 35,522 | 26,579 | 6,447 | 2,518 | 7,830 |
| | % | 31.87 | 30.72 | 11.51 | 11.66 | 8.72 | 2.12 | .83 | 2.57 |
| Eastern Europe | | 68,358 | 64,611 | 11,408 | 20,802 | 12,194 | 2,906 | 501 | 2,872 |
| | % | 37.22 | 35.18 | 6.21 | 11.33 | 6.64 | 1.58 | .27 | 1.56 |
| Yugoslavia | | 66,882 | 60,160 | 12,403 | 10,043 | 12,172 | 961 | 454 | 3,826 |
| | % | 40.07 | 36.04 | 7.43 | 6.02 | 7.29 | .58 | .27 | 2.29 |
| Italy | | 85,751 | 110,253 | 22,069 | 30,188 | 32,033 | 1,471 | 829 | 2,839 |
| | % | 30.04 | 38.63 | 7.73 | 10.58 | 11.22 | .52 | .29 | .99 |
| Greece | | 56,531 | 69,554 | 6,094 | 13,846 | 6,714 | 942 | 1,670 | 1,604 |
| | % | 36.02 | 44.31 | 3.88 | 8.82 | 4.28 | .60 | 1.06 | 1.02 |
| Other Southern Europe | | 53,843 | 49,805 | 6,124 | 5,752 | 5,694 | 250 | 782 | 1,653 |
| | % | 43.46 | 40.20 | 4.94 | 4.64 | 4.60 | .20 | .63 | 1.33 |
| Middle East | | 92,279 | 46,260 | 2,956 | 4,225 | 4,155 | 255 | 341 | 711 |
| | % | 61.04 | 30.60 | 1.96 | 2.79 | 2.75 | .17 | .22 | .47 |
| Indo-China | | 54,343 | 31,609 | 13,318 | 9,894 | 7,751 | 1,356 | 2,721 | 4,905 |
| | % | 43.16 | 25.11 | 10.58 | 7.86 | 6.16 | 1.08 | 2.16 | 3.90 |
| Other E & SE Asia | | 83,806 | 45,179 | 18,424 | 9,240 | 27,840 | 1,990 | 3,476 | 4,633 |
| | % | 43.07 | 23.22 | 9.47 | 4.75 | 14.31 | 1.02 | 1.79 | 2.38 |
| South Asia | | 22,371 | 28,673 | 5,283 | 4,230 | 14,812 | 707 | 638 | 1,231 |
| | % | 28.70 | 36.79 | 6.78 | 5.43 | 19.00 | .91 | .82 | 1.58 |
| Americas | | 56,683 | 26,617 | 13,441 | 6,197 | 9,916 | 1,497 | 1,613 | 2,840 |
| | % | 47.71 | 22.40 | 11.31 | 5.22 | 8.35 | 1.26 | 1.36 | 2.39 |
| Africa | | 29,079 | 23,359 | 7,756 | 4,273 | 13,531 | 1,361 | 510 | 1,206 |
| | % | 35.87 | 28.81 | 9.57 | 5.27 | 16.69 | 1.68 | .63 | 1.49 |
| Pacific | | 25,372 | 8,592 | 14,793 | 2,213 | 4,574 | 981 | 707 | 1,311 |
| | % | 43.34 | 14.68 | 25.27 | 3.78 | 7.81 | 1.68 | 1.21 | 2.24 |
| New Zealand | | 103,381 | 44,410 | 68,121 | 9,666 | 24,861 | 4,575 | 3,459 | 4,043 |
| | % | 39.38 | 16.92 | 25.95 | 3.68 | 9.47 | 1.74 | 1.32 | 1.54 |
| TOTAL O/S BORN | | 1,251,806 | 961,485 | 412,313 | 294,396 | 410,554 | 49,419 | 26,499 | 59,829 |
| | % | 36.11 | 27.78 | 11.89 | 8.49 | 11.84 | 1.43 | .76 | 1.73 |
| Australia | | 4,346,219 | 3,259,750 | 2,041,459 | 1,111,588 | 971,206 | 407,590 | 109,297 | 189,050 |
| | % | 34.95 | 26.21 | 16.42 | 8.94 | 7.80 | 3.28 | .88 | 1.52 |
| **Grand Total** | | 5,598,025 | 4,221,235 | 2,453,772 | 1,405,984 | 1,381,760 | 457,009 | 135,796 | 248,879 |
| | % | 35.20 | 26.54 | 15.45 | 8.84 | 8.67 | 2.88 | .85 | 1.56 |

**Table 3.6**: Estimated Population of Sydney and Melbourne by Birthplace for 1981 and 1986

| | *Sydney* | | *Melbourne* | |
|---|---|---|---|---|
| *Birthplace* | *1981* | *1986* | *1981* | *1986* |
| UK & Eire | 263,118 | 265,009 | 215,685 | 211,501 |
| Germany | 25,279 | 27,248 | 29,339 | 30,748 |
| Netherlands | 16,921 | 17,738 | 21,597 | 22,217 |
| TOTAL NORTHERN EUROPE | 66,543 | 70,906 | 70,012 | 72,968 |
| Hungary | 11,262 | 11,758 | 8,528 | 8,958 |
| Poland | 13,777 | 17,827 | 21,531 | 23,802 |
| USSR & Ukraine | 9,039 | 10,295 | 6,998 | 9,390 |
| TOTAL EASTERN EUROPE | 49,240 | 56,001 | 50,004 | 55,769 |
| Yugoslavia | 46,003 | 50,833 | 49,224 | 52,176 |
| Italy | 66,615 | 69,499 | 100,360 | 97,491 |
| Greece | 47,201 | 50,639 | 69,835 | 67,964 |
| Malta | 22,227 | 23,494 | 27,060 | 28,706 |
| Cyprus | 8,258 | 9,697 | 9,800 | 11,465 |
| TOTAL SOUTHERN EUROPE | 201,771 | 217,675 | 261,245 | 263,835 |
| Egypt | 15,312 | 18,002 | 11,973 | 13,832 |
| Lebanon | 39,828 | 46,984 | 9,301 | 11,916 |
| Turkey | 9,877 | 10,829 | 10,873 | 12,081 |
| TOTAL MIDDLE EAST | 74,517 | 88,887 | 36,610 | 44,844 |
| India | 9,777 | 13,492 | 11,483 | 14,511 |
| Sri Lanka | 3,174 | 4,201 | 9,986 | 11,374 |
| TOTAL SOUTH ASIA | 13,803 | 19,220 | 22,023 | 26,890 |
| China | 13,140 | 15,774 | 4,953 | 6,746 |
| Malaysia | 7,613 | 9,885 | 7,870 | 10,171 |
| Philippines | 8,844 | 13,882 | 2,582 | 4,971 |
| Indo-China | 20,678 | 48,484 | 10,743 | 30,142 |
| TOTAL EAST & SE ASIA | 73,609 | 122,469 | 39,778 | 70,910 |
| USA | 9,261 | 10,119 | 5,853 | 6,353 |
| Chile | 8,453 | 9,921 | 3,213 | 4,199 |
| TOTAL AMERICAS | 41,696 | 49,201 | 18,673 | 23,036 |
| South Africa | 8,623 | 12,969 | 5,824 | 8,289 |
| TOTAL AFRICA | 17,280 | 24,899 | 16,335 | 21,329 |
| TOTAL PACIFIC | 14,112 | 20,932 | 4,527 | 6,986 |
| New Zealand | 59,811 | 82,032 | 27,558 | 36,278 |
| TOTAL OVERSEAS-BORN | 875,500 | 1,017,231 | 762,450 | 834,346 |
| Australia | 2,797,136 | 2,920,260 | 2,064,974 | 2,189,153 |
| **Grand Total** | 3,672,636 | 3,937,491 | 2,827,424 | 3,023,499 |

*Note*
The table specifies only those groups estimated to number 10,000 or more in 1981 or 1986.

Table 3.7: Population under 15 Years by Birthplace and by Age Group for 1976, 1981 and 1986

| *Birthplace* | | *0-4* | *5-9* | *10-14* | *Total* | % |
|---|---|---:|---:|---:|---:|---:|
| UK & Eire | * | 10,209 | 40,068 | 77,044 | 1,27,321 | 11.39 |
| | ** | 8,471 | 19,228 | 48,941 | 76,640 | 6.56 |
| | *** | 6,002 | 16,648 | 26,440 | 49,090 | 4.18 |
| Northern Europe | | 1,775 | 5,750 | 9,463 | 16,988 | 6.10 |
| | | 1,894 | 3,691 | 7,181 | 12,766 | 4.40 |
| | | 1,411 | 3,787 | 5,134 | 10,332 | 3.39 |
| Eastern Europe | | 187 | 674 | 1,106 | 1,967 | 1.27 |
| | | 612 | 1,268 | 1,592 | 3,472 | 2.08 |
| | | 420 | 1,520 | 2,162 | 4,102 | 2.23 |
| Yugoslavia | | 1,523 | 6,607 | 8,950 | 17,080 | 11.89 |
| | | 853 | 2,276 | 7,034 | 10,163 | 6.71 |
| | | 789 | 1809 | 2970 | 5568 | 3.33 |
| Italy | | 1,039 | 3,602 | 8,324 | 12,965 | 4.63 |
| | | 207 | 1,670 | 4,069 | 5,946 | 2.10 |
| | | 234 | 485 | 1,211 | 1,930 | 0.68 |
| Greece | | 1,239 | 3,113 | 5,358 | 9,710 | 6.35 |
| | | 485 | 1,641 | 3,049 | 5,175 | 3.42 |
| | | 204 | 652 | 1,329 | 2,185 | 1.39 |
| Europe | | 1,379 | 3,499 | 4,976 | 9,854 | 9.42 |
| | | 776 | 2,143 | 4,013 | 6,932 | 6.21 |
| | | 670 | 1,612 | 2,385 | 4,667 | 3.77 |
| Middle East | | 1,639 | 6,104 | 7,681 | 15,424 | 15.90 |
| | | 1,361 | 4,358 | 8,207 | 13,926 | 11.16 |
| | | 1,138 | 3,102 | 5,977 | 10,217 | 6.76 |
| Indo-China | | 571 | 382 | 245 | 1,198 | 35.43 |
| | | 4,197 | 6,741 | 5,547 | 16,485 | 30.88 |
| | | 5,338 | 13,022 | 14,959 | 33,319 | 26.47 |
| Other East and Southeast Asia | | 3,611 | 5,464 | 5,807 | 14,882 | 16.44 |
| | | 4,256 | 7,317 | 9,096 | 20,669 | 14.42 |
| | | 3,175 | 8,418 | 10,710 | 22,303 | 11.46 |
| South Asia | | 783 | 2,713 | 3,756 | 7,252 | 12.60 |
| | | 659 | 1,637 | 2,901 | 5,197 | 8.45 |
| | | 1,093 | 2,292 | 2,930 | 6,315 | 8.10 |
| Americas | | 3,711 | 8,003 | 7,363 | 19,077 | 23.63 |
| | | 2,813 | 7,102 | 9,554 | 19,469 | 19.24 |
| | | 1,147 | 4,575 | 8,376 | 14,098 | 11.87 |
| Africa | | 872 | 2,541 | 3,939 | 7,352 | 18.20 |
| | | 1,873 | 3,428 | 4,726 | 10,027 | 17.17 |
| | | 1,730 | 4,389 | 5,482 | 11,601 | 14.31 |
| Pacific | | 2,606 | 4,098 | 3,823 | 10,527 | 39.42 |
| | | 1,954 | 5,203 | 6,070 | 13,227 | 32.05 |
| | | 1,131 | 3,637 | 6,623 | 11,391 | 19.46 |
| New Zealand | | 2,892 | 5,303 | 5,623 | 13,818 | 15.39 |
| | | 7,913 | 12,310 | 12,131 | 32,354 | 17.55 |
| | | 5,060 | 15,000 | 20,182 | 40,242 | 15.33 |
| TOTAL OVERSEAS-BORN | | 34,036 | 97,921 | 153,458 | 285,415 | 10.50 |
| | | 38,324 | 80,013 | 134,111 | 252,448 | 8.17 |
| | | 29,542 | 80,948 | 116,870 | 227,360 | 6.56 |
| Australia | | 1,162,559 | 1,152,665 | 1,089,694 | 3,404,918 | 31.44 |
| | | 1,093,611 | 1,196,163 | 1,181,161 | 3,470,935 | 29.35 |
| | | 1,220,387 | 1,087,490 | 1,194,296 | 3,502,173 | 28.16 |
| TOTAL | | 1,196,595 | 1,250,586 | 1,243,152 | 3,690,333 | 27.24 |
| | | 1,131,935 | 1,276,176 | 1,315,272 | 3,723,383 | 24.96 |
| | | 1,249,929 | 1,168,438 | 1,311,166 | 3,729,533 | 23.56 |

*Notes*

* 1976 Census (first row)
** 1981 estimate (second row)
*** 1986 projection (third row)

% proportion of each birthplace group under 15 years of age

**Table 3.8**: Estimates and Projections by Mother's Birthplace for Australian-born Children by Age Group 0-4 years, 5-9 years, and 10-11 years: 1981 and 1986

| *Mother's Birthplace* | *1981* | | | | *1986* | | | |
|---|---|---|---|---|---|---|---|---|
| | *0-4yr* | *5-9yr* | *10-11yr* | *Total Under 12 yr* | *0-4yr* | *5-9yr* | *10-11yr* | *Total Under 12yr* |
| TOTAL UK & EIRE | 79,562 | 92,862 | 37,976 | 210,400 | 84,699 | 78,840 | 35,029 | 198,568 |
| Germany | 9,466 | 14,338 | 6,551 | 30,355 | 6,637 | 9,389 | 5,018 | 21,044 |
| Netherlands | 9,596 | 13,780 | 6,713 | 30,089 | 7,001 | 9,484 | 4,937 | 21,422 |
| Other Northern Europe | 5,485 | 6,497 | 2,637 | 14,619 | 5,357 | 5,332 | 2,374 | 13,063 |
| TOTAL NORTHERN EUROPE | 24,547 | 34,615 | 15,901 | 75,063 | 18,995 | 24,205 | 12,329 | 55,529 |
| Hungary | 1,213 | 1,640 | 808 | 3,661 | 1,171 | 1,210 | 603 | 2,984 |
| Poland | 1,726 | 2,130 | 1,072 | 4,928 | 2,467 | 1,691 | 793 | 4,951 |
| Other Eastern Europe | 1,592 | 2,676 | 1,411 | 5,679 | 2,107 | 1,582 | 871 | 4,560 |
| TOTAL EASTERN EUROPE | 4,531 | 6,446 | 3,291 | 14,268 | 5,745 | 4,483 | 2,267 | 12,495 |
| Yugoslavia | 16,314 | 21,950 | 6,517 | 44,781 | 15,067 | 16,207 | 8,414 | 39,688 |
| Italy | 22,299 | 36,394 | 19,151 | 77,844 | 16,785 | 22,153 | 12,541 | 51,479 |
| Greece | 15,895 | 29,792 | 15,274 | 60,961 | 11,651 | 15,758 | 10,228 | 37,637 |
| Malta | 8,354 | 10,534 | 4,545 | 23,433 | 6,886 | 8,316 | 3,987 | 19,189 |
| Other Southern Europe | 6,066 | 5,843 | 2,131 | 14,040 | 5,996 | 5,988 | 2,401 | 14,385 |
| TOTAL SOUTHERN EUROPE | 68,928 | 104,513 | 47,618 | 221,059 | 56,385 | 68,422 | 37,571 | 162,378 |
| Egypt | 3,382 | 3,619 | 1,317 | 8,318 | 3,379 | 3,368 | 1,464 | 8,211 |
| Lebanon & Syria | 14,046 | 9,230 | 2,233 | 25,509 | 17,419 | 13,990 | 4,369 | 35,778 |
| Turkey | 3,098 | 2,208 | 489 | 5,795 | 3,959 | 3,074 | 1,016 | 8,049 |
| Other Middle East | 1,701 | 1,227 | 324 | 3,252 | 2,579 | 1,696 | 506 | 4,781 |
| TOTAL MIDDLE EAST | 2,2227 | 16,284 | 4,363 | 42,874 | 27,336 | 22,128 | 7,355 | 56,819 |
| TOTAL SOUTH ASIA | 5,678 | 5,094 | 1,599 | 12,371 | 6,878 | 5,628 | 2,116 | 14,622 |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Malaysia | 2,820 | 1,459 | 360 | 4,639 | 3,976 | 2,798 | 679 | 7,453 |
| Philippines | 2,461 | 551 | 115 | 3,127 | 4,678 | 2,425 | 295 | 7,398 |
| Indo-China | 2,186 | 240 | 26 | 2,452 | 9,660 | 2,121 | 139 | 11,920 |
| Other Asia | 9,017 | 6,358 | 2,313 | 17,688 | 11,525 | 8,925 | 2,746 | 23,196 |
| TOTAL EAST AND SOUTHEAST ASIA | 16,484 | 8,608 | 2,814 | 27,906 | 29,839 | 16,269 | 3,859 | 49,967 |
| Canada | 1,378 | 971 | 303 | 2,652 | 1,647 | 1,374 | 457 | 3,478 |
| USA | 2,841 | 2,775 | 853 | 6,469 | 5,030 | 2,739 | 1,175 | 8,944 |
| Argentina | 747 | 393 | 34 | 1,174 | 1,057 | 737 | 219 | 2,013 |
| Chile | 1,433 | 1,025 | 110 | 2,568 | 1,421 | 1,426 | 509 | 3,356 |
| Uruguay | 953 | 559 | 46 | 1,558 | 1,085 | 947 | 324 | 2,356 |
| Other America | 1,597 | 1,118 | 167 | 2,882 | 1,946 | 1,590 | 568 | 4,104 |
| TOTAL AMERICAS | 8,949 | 6,841 | 1,513 | 17,303 | 12,186 | 8,813 | 3,252 | 24,251 |
| South Africa | 1,710 | 1,208 | 377 | 3,295 | 2,550 | 1,665 | 485 | 4,700 |
| Mauritius | 1,093 | 901 | 322 | 2,316 | 1,647 | 1,090 | 397 | 3,134 |
| Other Africa | 2,344 | 1,933 | 569 | 4,846 | 3,273 | 2,318 | 799 | 6,390 |
| TOTAL AFRICA | 5,147 | 4,042 | 1,268 | 10,457 | 7,470 | 5,073 | 1,681 | 14,224 |
| TOTAL PACIFIC | 3,915 | 2,256 | 602 | 6,773 | 7,153 | 3,905 | 1,080 | 12,138 |
| New Zealand | 11,787 | 9,835 | 3,720 | 25,342 | 20,863 | 11,445 | 3,805 | 36,113 |
| TOTAL WITH OVERSEAS-BORN MOTHER | 251,755 | 291,396 | 120,665 | 663,816 | 277,549 | 249,211 | 110,344 | 637,104 |
| TOTAL WITH AUSTRALIAN-BORN MOTHER | 841,876 | 904,767 | 380,174 | 2,126,817 | 942,838 | 838,279 | 343,851 | 2,124,968 |
| **Grand Total** | 1,093,631 | 1,196,163 | 500,839 | 2,790,633 | 1,220,387 | 1,087,490 | 454,195 | 2,762,072 |

**Table 3.9**: Estimated Population of Pensionable Age by Birthplace, and Percentage Change, between 1981 and 1986

| *Birthplace* | | *Female* | | *Male* | *Total* | % |
|---|---|---|---|---|---|---|
| | | *60-64* | *65 or more* | *65 or more* | | *of Birthplace Group* |
| UK & Eire | * | 37,264 | 112,556 | 86,058 | 235,878 | 20.19 |
| | ** | 37,282 | 106,911 | 81,607 | 225,800 | 19.23 |
| | *** | 0.048 | −5.02 | −5.17 | −4.27 | |
| Northern Europe | | 7,884 | 13,822 | 13,077 | 34,783 | 11.98 |
| | | 11,731 | 18,135 | 15,427 | 45,293 | 14.86 |
| | | 48.80 | 31.20 | 17.97 | 30.22 | |
| Eastern Europe | | 8,987 | 16,017 | 18,146 | 43,150 | 25.76 |
| | | 15,355 | 19,866 | 21,627 | 56,848 | 30.95 |
| | | 70.86 | 24.03 | 19.18 | 32.02 | |
| Yugoslavia | | 1,705 | 3,586 | 3,963 | 9,254 | 6.11 |
| | | 4,022 | 5,258 | 5,200 | 14,480 | 8.68 |
| | | 135.89 | 46.63 | 31.21 | 56.47 | |
| Italy | | 6,051 | 14,943 | 14,223 | 35,217 | 12.45 |
| | | 11,865 | 15,783 | 20,647 | 48,295 | 16.92 |
| | | 96.08 | 5.62 | 45.17 | 37.14 | |
| Greece | | 1,546 | 5,682 | 5,096 | 12,324 | 8.14 |
| | | 3,575 | 5,579 | 6,167 | 15,321 | 9.76 |
| | | 131.24 | - 1.81 | 21.02 | 24.32 | |
| Other Southern Europe | | 1,724 | 2,908 | 3,291 | 7,923 | 7.10 |
| | | 3,299 | 4,312 | 5,445 | 13,056 | 10.54 |
| | | 91.36 | 48.28 | 65.45 | 64.79 | |
| Middle East | | 1,932 | 4,145 | 3,032 | 9,109 | 7.30 |
| | | 3,037 | 5,424 | 3,884 | 12,345 | 8.16 |
| | | 57.19 | 30.86 | 28.10 | 35.52 | |
| Indo-China | | 323 | 410 | 278 | 1,011 | 1.89 |
| | | 1,032 | 1,363 | 786 | 3,181 | 2.53 |
| | | 219.50 | 232.44 | 182.73 | 214.63 | |
| Other East & SE Asia | | 2,348 | 4,862 | 2,648 | 9,858 | 6.88 |
| | | 4,769 | 7,199 | 3,890 | 15,858 | 8.15 |
| | | 103.11 | 48.07 | 46.90 | 60.85 | |
| South Asia | | 1,440 | 3,824 | 2,579 | 7,843 | 12.75 |
| | | 2,648 | 4,769 | 4,404 | 11,821 | 15.16 |
| | | 83.89 | 24.71 | 70.76 | 50.72 | |
| Americas | | 1,202 | 3,849 | 2,000 | 7,051 | 6.97 |
| | | 1,410 | 4,362 | 4,303 | 10,075 | 8.48 |
| | | 17.30 | 13.33 | 115.15 | 42.89 | |
| Africa | | 602 | 2,327 | 1,565 | 4,494 | 7.69 |
| | | 1,287 | 2,905 | 1,426 | 5,618 | 6.93 |
| | | 113.79 | 24.84 | −8.88 | 25.01 | |
| Pacific | | 192 | 871 | 301 | 1,364 | 3.31 |
| | | 501 | 1,278 | 518 | 2,297 | 3.92 |
| | | 160.94 | 46.73 | 72.09 | 68.40 | |
| New Zealand | | 2,491 | 8,177 | 6,675 | 17,343 | 9.41 |
| | | 2,385 | 9,737 | 7,935 | 20,057 | 7.64 |
| | | −4.25 | 19.08 | 18.88 | 15.65 | |
| TOTAL OVERSEAS-BORN | | 75,691 | 197,979 | 162,932 | 436,602 | 14.12 |
| | | 104,198 | 212,881 | 183,266 | 500,345 | 14.43 |
| | | 37.66 | 7.53 | 12.48 | 14.62 | |
| Australia | | 242,098 | 656,714 | 439,498 | 1,338,310 | 11.32 |
| | | 255,156 | 632,888 | 431,160 | 1,319,204 | 10.61 |
| | | 5.39 | −3.63 | 1.90 | −1.43 | |
| **Grand Total** | | 317,789 | 854,693 | 602,430 | 1,774,912 | 11.90 |
| | | 359,354 | 845,769 | 614,426 | 1,819,549 | 11.42 |
| | | 13.08 | −1.04 | 2.01 | 2.52 | |

* 1981 estimate (first row)
** 1986 projection (second row)
*** Percentage change between 1981 and 1986 (third row)

**Table 3.10**: Estimated Median Ages by Birthplace: 1976, 1981 and 1986

| *Birthplace* | *1976* | *1981* | *1986* |
|---|---|---|---|
| England | 38 | 40 | 42 |
| Scotland | 44 | 44 | 45 |
| Ireland | 41 | 42 | 43 |
| Wales | 42 | 44 | 44 |
| TOTAL UK & EIRE | 39 | 41 | 42 |
| Scandinavia | 35 | 37 | 38 |
| Finland | 32 | 34 | 37 |
| Germany | 37 | 40 | 43 |
| Netherlands | 38 | 41 | 44 |
| Austria | 41 | 44 | 46 |
| France | 36 | 33 | 37 |
| Other North Europe | 36 | 40 | 42 |
| TOTAL NORTHERN EUROPE | 37 | 40 | 43 |
| Czechoslovakia | 47 | 50 | 34 |
| Baltic States | 54 | 53 | 52 |
| Hungary | 47 | 50 | 51 |
| Poland | 53 | 56 | 55 |
| USSR, Ukraine | 55 | 58 | 56 |
| Other East Europe | 50 | 50 | 46 |
| TOTAL EASTERN EUROPE | 52 | 55 | 55 |
| Italy | 41 | 44 | 48 |
| Greece | 36 | 41 | 46 |
| Yugoslavia | 34 | 38 | 41 |
| Cyprus | 33 | 35 | 40 |
| Malta | 33 | 37 | 41 |
| Spain | 33 | 37 | 41 |
| Portugal | 30 | 33 | 36 |
| Other South Europe | 53 | 54 | 45 |
| TOTAL SOUTHERN EUROPE | 37 | 41 | 45 |
| Egypt | 38 | 42 | 43 |
| Lebanon | 27 | 30 | 33 |
| Turkey | 28 | 31 | 35 |
| Israel | 34 | 36 | 35 |
| Other Middle East | 28 | 28 | 31 |
| TOTAL MIDDLE EAST | 31 | 33 | 35 |
| China | 40 | 43 | 42 |
| Hong Kong | 25 | 25 | 28 |
| Singapore | 22 | 29 | 31 |
| Japan | 30 | 33 | 37 |
| Malaysia | 22 | 25 | 29 |
| Indonesia | 35 | 33 | 35 |
| Philippines | 27 | 30 | 33 |
| Indo-China | 21 | 21 | 24 |
| Other East, Southeast Asia | 28 | 31 | 33 |
| TOTAL EAST & SOUTHEAST ASIA | 28 | 28 | 29 |
| India | 35 | 39 | 40 |
| Pakistan, Bangladesh | 27 | 27 | 31 |
| Sri Lanka | 32 | 35 | 38 |
| Other South Asia | 31 |  |  |
| TOTAL SOUTH ASIA | 34 | 38 | 39 |
| Canada | 27 | 30 | 38 |
| USA | 27 | 29 | 33 |
| British West Indies | 29 | 30 | 33 |
| Argentina | 27 | 29 | 30 |
| Chile | 26 | 31 | 35 |
| Uruguay | 26 | 30 | 34 |
| Other America | 27 | 32 | 33 |
| TOTAL AMERICAS | 27 | 30 | 33 |
| South Africa | 33 | 29 | 31 |
| Mauritius | 28 | 32 | 34 |
| Other Africa | 24 | 27 | 29 |
| TOTAL AFRICA | 28 | 29 | 31 |
| Fiji | 28 | 27 | 30 |
| Papua New Guinea | 13 | 16 | 21 |
| Other Pacific | 26 | 26 | 29 |
| TOTAL PACIFIC | 18 | 22 | 26 |
| New Zealand | 30 | 27 | 29 |
| TOTAL OVERSEAS-BORN | 37 | 38 | 40 |
| Australia | 25 | 26 | 27 |
| **Grand Total** | 28 | 34 | 30 |

Table 3.11: Citizenship by Age Group (mid 1981 estimates)

| *Citizenship* | *0-17 yrs* | *18 yrs & over* | *Total Age Groups* | *Equivalent Birthplace* | *% non-Australian* |
|---|---|---|---|---|---|
| Australian: Born in Australia | 4,051,634 | 7,468,380 | 11,520,014 | – | – |
| Australian: Foreign-born | 123,774 | 1,446,522 | 1,570,296 | – | – |
| TOTAL AUSTRALIAN | 4,175,408 | 8,914,902 | 13,090,310 | – | – |
| Canadian | 2,296 | 12,474 | 14,770 | 20,448 | 72.2 |
| Cypriot | 712 | 2,323 | 3,035 | 23,813 | 12.7 |
| Indian | 874 | 2,814 | 3,688 | 41,871 | 8.8 |
| Maltese | 1,695 | 25,937 | 27,632 | 58,545 | 47.2 |
| New Zealand | 35,520 | 129,694 | 165,214 | 184,300 | 89.6 |
| United Kingdom | 99,077 | 673,272 | 772,349 | 1,120,244 | 68.9 |
| Other Commonwealth | 9,321 | 35,994 | 45,315 | 141,521 | 32.0 |
| Dutch | 2,982 | 24,089 | 27,071 | 94,409 | 28.7 |
| German | 3,360 | 24,629 | 27,989 | 114,219 | 24.5 |
| Greek | 1,927 | 17,856 | 19,783 | 151,354 | 13.1 |
| Irish | 1,389 | 16,217 | 17,606 | 47,933 | 36.7 |
| Italian | 5,051 | 75,621 | 80,672 | 282,957 | 28.5 |
| Lebanese | 330 | 10,160 | 10,490 | 53,329 | 19.7 |
| Polish | 604 | 7,079 | 7,683 | 61,634 | 12.5 |
| Turkish | 4,861 | 13,060 | 17,921 | 23,732 | 75.5 |
| USA | 5,100 | 23,053 | 28,153 | 33,983 | 82.8 |
| Yugoslav | 5,328 | 26,123 | 31,451 | 151,383 | 20.8 |
| Other | 44,514 | 103,556 | 148,070 | 344,027 | 47.3 |
| Stateless | 2,858 | 11,925 | 14,783 | | |
| **Grand Total** | 4,403,207 | 10,150,778 | 14,553,985 | | |

*Notes*

This table has been calculated by voting age (0-17 years, 18 years and over) as at 30.6.1981. The equivalent birthplaces are approximate only (eg. some Greeks are born in Egypt, some Russians in China, some Poles in Germany) but give some notion of the variation between birthplace groups in becoming Australian citizens.

## CHAPTER 4

# Initial Settlement Program

*The introduction of the Initial Settlement Program and development of the On-Arrival Education Program. English-language teaching: course formats, tuition costs, staff:student ratios, hostel and community courses, proficiency gains of students. The Information Component: integration into the On-Arrival Education Program, and Bilingual Information Instructors. Accommodation priorities for those most in need, welfare services and co-ordination at migrant and settlement centres (hostels). Initial settlement in the community. Financial support for new arrivals. Promotion and co-ordination of the Initial Settlement Program.*

1. Commonwealth settlement services for new arrivals date from the beginning of Australia's post-war migration program. Developing in an ad hoc fashion, services concentrated on migrants staying in hostels. In 1978, there were 11 Commonwealth hostels whose services included welfare, accommodation advice, child care, youth recreation, employment assistance and English-language teaching. The services were not co-ordinated into a unified program, nor were they available in all hostels.

2. The Report found settlement services to be 'fragmentary and inadequate', predominantly provided at hostels where only 20% of migrants stayed, with only 3% of all migrants receiving formal orientation on arrival and many no assistance at all. It concluded that many problems encountered by migrants stemmed from the lack of a comprehensive and effective system of initial settlement assistance.

3. The Report's objectives were to assist migrants' transition into Australian society and reduce settlement problems by establishing a balanced and integrated initial settlement program providing:

- assistance for migrants going both into hostels and the community through a network of hostels and community centres
- initial accommodation with priority for those most in need
- an intensive English course for the majority of new arrivals with little or no English
- information about Australia, its institutions and services
- assistance and counselling to migrants in finding employment and housing, with job interviews, contacting ethnic groups and establishing themselves in the community
- financial assistance, to remove pressure on new arrivals to enter the workforce before completing the initial settlement program.

4. To achieve these objectives, the Report's *Recommendation 1* provided that:

> A new initial settlement program be established at an additional cost of $12.0m over three years involving a reorganisation of existing resources, as well as the allocation

> of new ones, to set up sixteen migrant settlement centres throughout Australia. It should be organised on the principles outlined in paras.2.8-2.12 and with the management structure described in paras.2.13-2.19.

5. These principles correspond with the objectives that have been outlined. They further included a new management structure comprising Migrant Settlement Councils and Committees serviced by Settlement Co-ordinators and Officers. The program's existence and purpose were to be widely promoted in Australia and overseas, and its duration would 'vary with the needs of individual migrants, ranging from two to four weeks for those with cultures similar to the Anglo-Australian and some facility in English, to twelve weeks for refugees, which should be the maximum' (para.2.12).

6. The Report also drew attention to the possibility that State hostels could be suitable for initial settlement services, and provided in its *Recommendation 2* that:

> The Commonwealth should negotiate with the States about its assuming full responsibility for State hostels.

7. Since the Report, the Review of Commonwealth Functions has set in train changes in the Initial Settlement Program (ISP) by recommending that hostel accommodation and catering services be transferred from Commonwealth Accommodation and Catering Services Limited (CACS) to the private sector (1981, p.3). The Government has further decided that the Department of Immigration and Ethnic Affairs (DIEA) will become responsible for other hostel services.

8. This chapter examines the program's various components, specifically the On-Arrival Education Program for English and information, and other activities at both hostels* and community centres; the financial support of new arrivals; and the program's promotion and co-ordination.

## English Language Teaching and Information

9. One of the Report's prime concerns was the fact that 'migrants who have the greatest difficulties are those who arrive here with little or no understanding of the English language and who remain at a disadvantage because of that. Difficulties are greatest immediately after arrival, particularly for migrants who come from countries without a long established tradition of migration to Australia or for those who are refugees' (para.1.9). *Recommendation 1* had as its basic objective establishing 'an initial intensive course in English for the majority of incoming migrants who do not speak English' (para.2.9), and providing information to help new arrivals surmount initial settlement problems.

10. The English component's target group comprised new arrivals with little or no English, and was intended to provide 8,000 places in 1978/79, 11,000 in 1979/80, and 15,000 in 1980/81 which were expected to cater for approximately 75% of the target group. The proficiency level aimed at was appropriately defined by DIEA as that enabling 'non-English speaking arrivals ... to carry out those basic everyday language tasks needed to "survive" in the Australian community' (1980b, p.14).

11. The Report costed tuition for this element of the ISP, which has been designated the On-Arrival Education Program (OAEP), on the basis of a staff:student

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*Throughout this chapter, the term hostel is used to refer to migrant and settlement centres, as hostels are now described.

ratio of 1:15, and a teaching year for each teacher of 45 weeks. Three course formats were proposed with an average course length of 135 hours. On that basis total anticipated tuition expenditure was $5.08m over the three years.

## English Courses: Implementation

12. The Report's proposals were ambitious, calling for significant human and physical resources to be marshalled and organised. Between 1978/79 and 1980/81, OAEP enrolments exceeded in each year the numerical targets set by the Report, and the total target by 2,218 places. In 1981/82, the Program is expected to provide 16,000 places. This represents a considerable achievement by DIEA and State and Territory Adult Migrant Education Services (see Table 4.1).

**Table 4.1**: Projected and Actual Enrolments in the On-Arrival Education Program

| | *1977/78* | *1978/79* | *1979/80* | *1980/81* |
|---|---|---|---|---|
| Projected enrolments | | 8,000 | 11,000 | 15,000 |
| Actual enrolments | 3,071 | 8,859 | 11,263 | 16,096 |
| Difference | | +859 | +263 | +1,096 |

Source: DIEA

13. The present level and composition of the migrant intake, however, means that despite the Program exceeding projected enrolments, in 1981/82 the OAEP will reach just over half (56.6%) its target group,* rather than the 75% coverage the Report anticipated (see Table 4.2).

**Table 4.2**: Need and On-Arrival Education Program Places

| | *1978/79* | *1979/80* | *1980/81* | *1981/82 (est.)* |
|---|---|---|---|---|
| Estimated adult new arrivals with poor or no English | 16,930 | 20,170 | 25,720 | 28,270 |
| Number of students enrolled in the OAEP | 8,859 | 11,263 | 16,096 | 16,000 |

Source: DIEA

14. **Tuition Costs** In the 3-year period, tuition expenditure at $13.34m exceeded the anticipated tuition expenditure by over 150%. The OAEP has however reached only 6.5% more people than the Report envisaged, while new arrivals with little or no English exceeded the Report's estimate by just 4.7%. The OAEP, providing 16,096 places for $5.89m in 1980/81, is a costly program by comparison both with the Report's estimates and with the On-Going English Program which provided 107,617 places at a tuition cost of $12.38m.

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*In its *Review of the On-Arrival Education Program* (1981), the Institute noted the shortage of places for new arrivals with little or no English, and that people having survival proficiency were gaining access to the OAEP. Its recommendation that priority should be given to those most in need has been applied since November 1981.

15. The over-shooting of the Report's cost estimates is primarily a consequence of implementers significantly varying the Report's course format and staffing recommendations. Allowing for teacher salary increases, these amendments are estimated to have added over $6.5m to anticipated costs while the Program's growth has not kept up with the increase in non-English speaking new arrivals.

16. **Course Formats** The Report proposed 300-hour intensive, 150-hour intermediate and 60-hour elementary courses, enrolling 20%, 30% and 50% of students respectively. This was not implemented. OAEP courses have been provided in three formats — full-time only, part-time only and full-time/ part-time combinations. Initially predominant, full-time courses have been progressively reduced as a proportion of the Program (see Table 4.3). Currently, the average course length appears to be a little over 200 hours compared with the Report's 135 hours average — an increase of 48%. Individual course lengths are highly variable, which is a cause for concern. Full-time courses range from 235 to 300 hours over 7-10 weeks; part-time courses between 100 and 400 hours over 6-20 weeks; and mixed courses between 170 and 320 hours over 8-12 weeks.

17. Some changes to the Report's course format appear justified. In particular, a 60-hour elementary course would have had limited impact on the English-language needs of new arrivals. The significant increase in course lengths however, needs to be considered when examining staff:student ratios.

**Table 4.3: OAEP Course Enrolment by Type, Number and Proportion**

| | *1978/79* | % | *1979/80* | % | *1980/81* | % |
|---|---|---|---|---|---|---|
| Full-time | 3,941 | 44.5 | 4,068 | 36.1 | 5,768 | 35.8 |
| Full-time/ part-time | 2,787 | 31.4 | 3,218 | 28.6 | 5,236 | 32.5 |
| Part-time | 2,131 | 24.1 | 3,977 | 35.3 | 5,092 | 31.6 |
| **Total** | 8,859 | 100.0 | 11,263 | 100.0 | 16,096 | 100.0 |

Source: DIEA

18. **Staff:Student Ratios** The Report recommended a staff:student ratio of 1:15. DIEA interpreted this as a ratio of teachers to students in the classroom and adopted a 31% higher staff:student ratio of 1:11.4, broadly budgeting:

> on the basis of about 1.75 staff for each group of 20 students, that includes about 1.35 for direct teaching, about 0.15 for immediate supervision, about 0.2 for teacher aides and other ancillary and support staff and the allowance of about .05 for a person for course design. That means an actual teacher:student ratio in a class situation of about 1:15.

19. Neither DIEA nor State and Territory Adult Migrant Education Services (AMES) were able to provide the Evaluation with information on the number of full-time-equivalent teachers employed on the OAEP. Hence it is not possible to calculate directly the actual classroom teacher to student ratio. Figures provided by a number of State AMES, however, indicate that the national average class size is 20 students.

20. **Hostel and Community Courses** Initially the majority of courses were held in hostels, and while this hostel predominance has moderated, in 1980/81 it was still the case that 82% of those with little or no English in hostels obtained places on courses, while only 27% in the community did so. Estimates for 1981/82 suggest a further increase in the places available in the community, and it is

**Table 4.4**: Estimated OAEP Coverage of Those in Need: Hostel and Community-based Courses

| *Year* | *In Hostels* | *In the Community* |
|---|---|---|
| 1978/79 | 83% | 11% |
| 1979/80 | 85% | 23% |
| 1980/81 | 82% | 27% |
| 1981/82 | 71% | 37% |

Source: DIEA

anticipated that 37% of the target group in the community will enrol during the year. However, a substantial imbalance remains in OAEP course provision between hostels and the community.

21. **Proficiency** The Report's objective was to give students the ability 'to carry out those basic everyday language tasks needed to "survive" in the Australian community' (DIEA 1980, p.14). In terms of the Australian Second Language Proficiency Rating (ASLPR)*, this means achieving Level 1 (minimum survival) proficiency. At this level a learner can, among other things, ask and answer simple questions; comprehend some short statements and some longer ones; write personal details and a short series of sentences; and read personal and place names, street signs and short sentences.

22. Of the students who were below ASLPR Level 1 on entering a course, 29% achieved or exceeded this level by the end of their course in 1980, and 35% in 1981**. A significant majority of students showed some improvement while on average 20-30% showed no measurable advance. These results indicate substantial room for improvement in course effectiveness.

23. Altogether, OAEP students' average gain amounts to 1.4 ASLPR steps. Some indication of the achievement this represents is given by a comparison with English speaking students' progress as shown by studies conducted by the U.S. Foreign Service Institute. These found that it took 480 hours to advance from Level 0 to Level 1 (3 steps) in Vietnamese. These results are not strictly comparable with those of the OAEP, but they indicate that on-arrival courses are achieving some success by international standards. Nonetheless, the gains made are modest.

24. Students with the lowest entry proficiency progressed more rapidly than those with a higher entry proficiency. Students with entry levels below minimum survival showed an average improvement of 1.5 steps. Those entering at above-survival level showed an average improvement of 0.9 steps. Proficiency gains were not markedly affected by students' personal backgrounds, in terms of age, sex, marital status or occupation prior to migration. Education and ethnic background were related to progress, but in both cases the relationship was weak. With respect to course characteristics, proficiency gain increases with course length, but only marginally for substantial increases in course length. It is not significantly affected by course location, by class size or format.

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* A full description of the ASLPR is given in the Institute's *Review of the On-Arrival Education Program*, 1981.

** 1980 data from WA, NT and Qld AMES; 1981 data from WA only.

## The Information Component

25. The Report recommended that the ISP include 'talks and discussion groups about life in Australia, especially on such subjects as health, child care, finance and hire purchase, employment opportunities, unions, citizenship and housing, and rights and obligations under the law' (para.2.10). Students receiving English tuition were to be provided with this information, and in the third year (1980/81) 3,000 English-speaking migrants were also to be catered for.

## Implementation

26. Initially, talks were given by teachers, Settlement Officers and voluntary speakers aided by interpreters. In mid 1980, a separate information component was introduced within the On-Arrival Education Program.

27. Responding to problems with the availability and variability of voluntary speakers and the difficulties of using interpreters in group situations, DIEA developed in 1980 a manual of Orientation/Information Material, covering 20 topics of information about Australia identified as of particular relevance to new arrivals*. Currently available in 17 languages** the manual is the basic resource material used by instructors to deliver information. DIEA also appointed Bilingual Information Instructors (BIIs) to deliver the information component in community languages.

28. Usually recent arrivals speaking a relevant community language, BIIs are trained, supported and supervised by tertiary institutions. They are employed on a sessional basis and deployed by DIEA regional offices at the request of AMES teachers-in-charge through the DIEA settlement officer, for specific OAEP information sessions. They are not generally available to assist new arrivals outside the OAEP.

29. This innovation allows information to be delivered to new arrivals by a bilingual speaking their own language, rather than less cost effectively by an interpreter. BIIs can more readily respond to the specific information needs of language groups, and new arrivals participating in information sessions often utilise instructors in dealing with their immediate settlement problems.

30. By December 1981, there were 75 BIIs, and DIEA states that priority has been given to recruiting, training and placing instructors in the major languages spoken by OAEP students. In 1982, it is intended that 27 additional BIIs, using 13 community languages, be recruited (see Table 4.5).

31. DIEA guidelines specify that the maximum provision for information sessions is 20% of course time. In 1980/81, the component's average length was 30 hours and BIIs provided 799 information courses to 8,554 (53.1%) OAEP students. On present trends, 72% of students will be covered in 1981/82. Information sessions are also presented by Settlement Officers, voluntary speakers and interpreters.

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** Immigration, personal and family identification, geography of Australia, employment, housing, health, shopping, education, welfare services, money management, communication and transport, community services, motoring, law, insurance, safety, recreation and entertainment, government, social behaviour and religion.

** Arabic, Chinese, Croatian, Czech, German, Greek, Italian, Khmer, Laotian, Polish, Portuguese, Romanian, Russian, Serbian, Spanish, Turkish, and Vietnamese. A Hungarian version is due for publication in 1982.

**Table 4.5**: Employment of Bilingual Information Instructors as at 18 December 1981 and Projected Additional Recruitment for 1982 (in brackets)

| *Language* | *NSW* | *Vic* | *Qld* | *SA* | *WA* | *NT* | *ACT* | *Total* |
|---|---|---|---|---|---|---|---|---|
| Vietnamese | 5 (1) | 3 (3) | 4 (1) | 2 (1) | 2 (2) | 1 (–) | 1 (–) | 18 (8) |
| Chinese | 3 (1) | 4 (–) | – (–) | 1 (–) | – (–) | 2 (1) | 1 (1) | 11 (3) |
| Polish | 1 (1) | 2 (–) | 1 (1) | 1 (1) | 2 (1) | – (–) | 1 (–) | 8 (4) |
| Spanish | 4 (–) | 3 (–) | – (–) | – (–) | – (1) | – (–) | 1 (–) | 8 (1) |
| Laotian | 2 (–) | 2 (–) | – (–) | – (–) | – (–) | – (–) | 2 (–) | 6 (–) |
| Russian | 2 (–) | 3 (–) | – (–) | – (–) | – (–) | – (–) | – (–) | 5 (–) |
| Kampuchean | 2 (–) | 1 (–) | 1 (–) | 1 (–) | – (–) | – (–) | – (–) | 5 (–) |
| Hungarian | 2 (–) | 1 (–) | – (–) | – (1) | 1 (–) | – (–) | – (–) | 4 (1) |
| Czech | 2 (–) | 1 (–) | – (–) | – (1) | – (–) | – (–) | – (–) | 3 (1) |
| Romanian | 1 (–) | 1 (–) | – (–) | 1 (–) | – (–) | – (–) | – (–) | 3 (–) |
| Arabic | 1 (1) | 1 (–) | – (–) | – (–) | – (–) | – (–) | – (–) | 2 (1) |
| Italian | – (–) | 1 (–) | – (–) | – (–) | – (1) | – (–) | – (–) | 1 (1) |
| Bulgarian | – (–) | – (–) | – (–) | 1 (–) | – (–) | – (–) | – (–) | 1 (–) |
| Serbian/ Croatian | – (1) | – (–) | – (–) | – (–) | – (1) | – (–) | – (–) | – (2) |
| Hakka | – (–) | – (1) | – (–) | – (–) | – (–) | – (1) | – (–) | – (2) |
| Turkish | – (–) | – (1) | – (–) | – (–) | – (–) | – (–) | – (–) | – (1) |
| Greek | – (–) | – (1) | – (–) | – (–) | – (–) | – (–) | – (–) | – (1) |
| German | – (1) | – (–) | – (–) | – (–) | – (–) | – (–) | – (–) | – (1) |
| **Total** | 25 (6) | 23 (6) | 6 (2) | 7 (4) | 5 (6) | 3 (2) | 6 (1) | 75(27) |

Source: DIEA

32. Two difficulties have been noted with respect to the information component. Firstly, there is no systematic provision of printed information material to students for use during the sessions, or for retention after they have been concluded. Students do not receive either the information manual or a summary of it. Some BIIs and Settlement Officers have developed their own stock of information handouts, including government multilingual pamphlets, and photocopied sections of the manual. It is desirable that students be given a concise booklet describing their major rights and duties as new arrivals and residents (covering such issues as health and social security benefits), and giving information about government and non-government organisations and services (eg. the Telephone Interpreter Service, Commonwealth Employment Service Offices, Migrant Resource Centres, relevant ethnic agencies). The booklets could be available to all new arrivals, including English-speaking migrants.

33. More important are problems of integrating the English language and information components. At present, the relevant information topic is intended to be delivered immediately before the corresponding English language theme. English courses, however, can cover no more than 5 or 6 themes, while BIIs cover up to 20 topics. Accordingly, close integration is intrinsically difficult, requiring considerable liaison between BIIs and teachers, which in many cases has not been achieved. As a result, information sessions sometimes cover topics after they have been the subject of English classes.

34. Further difficulties are caused by the fact that for information sessions new arrivals are grouped according to language, while English class membership is determined by other criteria. This, together with the fact that not all OAEP students receive information through BIIs, means that people in the same English class can have received quite different types and amounts of information.

35. All State AMES reported the integration of English and information components to be a problem. Recognising this, DIEA in late 1980 issued an 'Outline of Procedures for Organisation of Integrated English Language and Information

On-Arrival Education Program'. An AMES evaluation in 1982 of a pilot integrated program in Victoria observed that 'given the current constraints ... an integrated program in the fullest sense of the word does not exist nor is it likely to be achieved'.

## English Courses and Information — Conclusions and Recommendations

36. There is no doubt that the Report's objectives of teaching English and providing information about Australia to new arrivals remain relevant.

37. Lack of English prevents new arrivals participating fully in community life, utilising community services, and impedes the settlement process. A number of recent studies emphasise this, as have the submissions made to, and the consultations conducted by, this Evaluation. In a survey of Indo-Chinese refugees in Sydney, 86% of those who were unemployed identified language as the greatest barrier to obtaining employment (MSJ Keys Young 1980, p.98). The Committee of Review of Migrant Assessment reported that English ability is important to 'short and longer term settlement ... affect[ing] access to employment and information, participation in communal life as a citizen, and other key areas' (DIEA 1981a, p.91). Moreover, the Evaluation's demographic projections show that recent decisions on the nature and size of the migrant intake will result in an increased need for on-arrival English.

38. In pursuing the Report's objectives of assisting new arrivals overcome initial settlement problems, substantial financial and organisational commitments have been made and new materials based on current educational strategies devised. The Program's outcomes indicate both grounds for satisfaction with its development and areas where action is needed to increase its effectiveness.

39. **Proficiency** The majority of OAEP students improve their proficiency and a substantial proportion of those beginning below minimum survival achieve this level by the end of the course. However, many students make very limited progress and there is no reason to believe that the Program has reached its maximum ability to improve migrants' English.

40. One area of significance is the language barrier between teacher and students. Available evidence is that most AMEP teachers are monolingual or have a second language not spoken by many current arrivals. Priority needs to be given to recruiting teachers with relevant community languages. As an immediate step to improve teacher-student communication, BIIs should be used to provide bilingual assistance to teachers in the classroom, particularly where students have the lowest English proficiency.

41. **The Target Group** While the OAEP has met the Report's ambitious numerical target, because of the increased intake of migrants with little or no English it has not achieved the Report's expectation of reaching 75% of such migrants by 1980/81. Tuition costs have however, exceeded the Report's estimate by over 150%. Some of the factors which account for this have been warranted, but more effective use of tuition funds will extend the coverage of new arrivals with little or no English, and increase the Program's effectiveness. This can be achieved by changing the tuition funding formula. At present, funds are provided on a staff:student ratio of 1:11.4, comprising a classroom teacher:student ratio of 1:15, and additional provisions for supervision, course design and teacher

aides. The Evaluation proposes a revised staff:student ratio of 1:16.7, comprising a classroom teacher:student ratio of 1:20, and provisions for supervision and course design. The present teacher aides provision should be used to meet the salary costs of full-time BIIs. Accordingly, it is recommended that:

> *Tuition for the On-Arrival Education Program should be funded on a staff:student ratio of 1:16.7, comprising a teacher:student classroom ratio of 1:20; provision for supervision at the present ratio of 1:133; and course designers at a ratio of 1:400. At 1981/82 levels, this would yield savings of $2.7m which should be used to increase the number of new arrivals attending courses and to cover the costs of full-time Bilingual Information Instructors, whose tasks would include providing bilingual assistance to classroom teachers.*

42. At current costs, on the basis of the recommended formula, the number of places on the OAEP could be increased by over 50% with an $800,000 reduction in the level of expenditure on tuition in 1981/82.

43. This Evaluation considers that 75% coverage of migrants with little or no English should be made an explicit objective of the Program. Accordingly, this Evaluation recommends that:

> *Funds should be provided for the On-Arrival Education Program on the basis of the recommended formula, with the objective of catering for 75% of adult new arrivals with little or no English by 1984/85. The annual targets should be:*

| *Year* | *Percentage* |
|---|---|
| *1982/83* | *60%* |
| *1983/84* | *65%* |
| *1984/85* | *75%* |

44. On current estimates of migrant intake, these targets would increase the number of students enrolled on the OAEP to 24,000 in 1982/83; 28,000 in 1983/84; and 34,000 in 1984/85 (see Table 4.6). The recommended funding formula would allow the first year's increase to take place with an $800,000 reduction on 1981/82 expenditure on tuition. In the second year (1983/84), expenditure would increase by about $969,000 and by a further $1.47m in the third year. These figures assume an increase in the proportion of non-English speaking settlers resulting from recent changes to the migrant selection system. If the changes are less than projected, the coverage of those with little or no English will be increased above the percentages given. The recommendations outlined below relating to the balance between hostel and community courses (para. 45) and the increased flexibility brought about by the course formats recommended (para. 46) will mean that additional accommodation costs will be minimal.

45. **Hostel and Community Balance** The considerable imbalance between the provision of courses in hostels and in the community has been noted. Steps are being taken to remedy this imbalance and it is recommended that:

> *The provision of the On-Arrival Education Program in the community should be increased to match more closely the distribution of new arrivals going into the community, as compared to hostels.*

**Table 4.6**: Estimated non-English speaking Settler Arrivals: 1980/81 — 1984/85

| *Year* | *Migrants with little or no English* | *75% of target group* |
|---|---|---|
| 1980/81 | 25,720 | 19,290 |
| 1981/82 | 28,270 | 21,203 |
| 1982/83 | 40,248 | 30,186 |
| 1983/84 | 43,056 | 32,292 |
| 1984/85 | 45,240 | 33,930 |

Source: DIEA and Demographic Study Projections

46. **Course Lengths and Formats** Course lengths currently vary between 100 and 400 hours, and are in a variety of formats. Rationalisation is needed, and this Evaluation recommends that:

> *On-Arrival Education Program courses should comprise 20% full- time, providing for 240 hours of English tuition over 8-10 weeks; 80% should be provided on a part-time basis for 150 and 180 hours over a 10 to 12 week period. Priority for full-time courses should be given to new arrivals with least proficiency in English. The general priority presently given to migrants with an Australian Second Language Proficiency Rating of below 2 should be retained.*

This will result in an average course length of 215 hours, including an information component.

47. **The Information Component** The difficulties in integrating the information and English components have been described. The Evaluation considers that the OAEP does not operate as an integrated program in the way intended, nor is this possible in the usual pattern of OAEP courses. Indeed, too close an integration between the components is not desirable since currently only new arrivals enrolled in OAEP courses receive information, and present guidelines limit the OAEP to new arrivals with a rating of less than Level 2.

48. The information component's objective is to provide immediately needed information to assist new arrivals with their basic problems. The English language component's objective is to provide basic English instruction oriented to settlement needs. Both objectives can be achieved and present difficulties avoided by providing the information component first.

49. In order to achieve an effective relationship between the Program's information and English language components, it is recommended that:

> *The information component of the On-Arrival Education Program should be provided to new arrivals by Bilingual Information Instructors as a separate course prior to the English language component.*

It should be noted that the greater emphasis given to employing full-time BIIs will enable these instructors to assist hostel residents with information throughout their stay.

50. In its *Review of the On-Arrival Education Program* (1981), the Institute recommended that the Report's suggested inclusion of 3,000 English-speakers receiving information sessions in the third year of implementation should not take place until OAEP coverage reaches 75%. This activity has not commenced, and no English-speaking new arrivals receive an information course. It is presently appropriate to retain this priority.

## Initial Settlement at Hostels

51. The Report saw hostels as a focal point for delivering the ISP. Fourteen hostels are now in operation, three more than the Report recommended. Their location and capacity — more than 11,000 people at any time — are shown in Table 4.7. The Report's hopes for their utilisation have, to a very considerable degree, been realised. In 1976/77, the number of new arrivals staying at hostels was about 13,000. In 1980/81 it was 24,000, with around 9,000 new arrivals resident in hostels on an average day which CACS has indicated was over 90% of operational capacity.

52. With respect to the Report's *Recommendation 2* relating to the takeover of State hostels, an inter-departmental working party inspected eight State hostels. It

**Table 4.7**: Hostels: Location and Capacity

| *State* | *Hostel* | *Nominal Capacity* |
|---|---|---|
| NSW | East Hills | 1,300 |
| | Endeavour | 1,000 |
| | Fairy Meadow | 300 |
| | Westbridge | 1,500 |
| | Cabramatta | 500 |
| Vic | Eastbridge | 600 |
| | Midway | 1,500 |
| | Wiltona | 960 |
| | Enterprise | 1,000 |
| Qld | Wacol | 750 |
| SA | Pennington | 670 |
| WA | Graylands | 850 |
| Tas | Mt St Canice | 80 |
| NT | Tamarind | 60 |

Source: DIEA

recommended that none be acquired by the Commonwealth. Some States were reluctant to make their hostels available, and only two hostels were prospects for further consideration, but neither proved suitable. The possibility of the Commonwealth using State hostels was further pursued with few positive results. The Evaluation considers that there is no need to take the matter further.

## Hostel Accommodation for those most in need

53. The Report recommended ending the system of reserving hostel accommodation for migrants on assisted passages and giving priority of entry to migrants in need, according to criteria to be developed by DIEA.

54. No change was made until 1982, following the Review of Commonwealth Function's recommendation that the assisted passage scheme be terminated. Excepting a very small number of admissions in emergency situations, accommodation continued to be used mainly for refugees and migrants travelling to Australia on assisted passages. Nonetheless, the overwhelming majority of hostel residents were refugees, a group which clearly falls within the category of people in need (see Table 4.8).

**Table 4.8**: Hostel Residents 1978-1982

| | *Refugees* | *Migrants* | *Others** | *Total* | *% Refugee* |
|---|---|---|---|---|---|
| 1978/79 | 5,440 | 1,980 | 329 | 7,749 | 70% |
| 1979/80 | 6,324 | 1,822 | 279 | 8,425 | 75% |
| 1980/81 | 6,916 | 1,952 | 78 | 8,946 | 77% |
| 1981/82 (est.) | 5,782 | 1,676 | 56 | 7,514 | 77% |

Source: DIEA and DAS, based on a sample of weekly hostel occupancy statements for 16 weeks in the period 3.7.78 — [illegible]2.3.82.

* 'Others' comprise casuals, students, emergency accommodation, apprentices and navy personnel.

55. New guidelines have recently broken the nexus between assisted passage migrants and hostel accommodation. These restrict eligibility to migrants whose

occupation is in demand, employment nominees and entrants under special humanitarian categories. People entering under the new family migration category are ineligible. Priorities now also apply to residence periods. Until January 1982, families could stay at hostels for 12 months, couples for 6 months, and single people for 3 months. The average length of stay in 1980/81 was 18 weeks. Under the new guidelines, eligible persons needing and wanting to participate in the OAEP can reside for 20 weeks, and others for 6 weeks. Unattached and detached children may stay until placement arrangements are made.

### Services at hostels

56. In accordance with the Report, each hostel offers residents a wide range of services — food and shelter, health care, English language classes, general orientation to Australian society and information about, and assistance with employment, accommodation, social security benefits and other matters.

57. The standard of accommodation is generally acceptable, with the exception of Pennington (SA), and the lack in several centres of facilities for adult recreation. The Evaluation understands that upgrading of Pennington and improved recreation facilities are being planned, and believes they should be carried through. However, there do appear to be significant problems with catering and the Evaluation draws attention to recurring complaints about the food at hostels. The Evaluation's Survey of Information, Needs and Use of Services (SINUS) and a study of refugees by MSJ Keys Young Planners (p.40) both report food as the most common source of complaint about hostels. Although complaints about institutional food are endemic, contracts with private firms assuming responsibilities for hostel catering should pay particular attention to this issue.

58. The evidence before this Evaluation is that migrants find the Initial Settlement Program at hostels to be of considerable benefit. SINUS interviewed more than 600 people who had stayed in hostels. Over 500 of them — 83% — found the services satisfactory, a large proportion reporting that the hostels had helped with all their needs.

59. Surveys of particular hostel services confirm that they are extensively used. From 1978/79 to 1980/81, nearly 30,000 new arrivals attended On-Arrival Education courses held at hostels. A recent Commonwealth government study of hostel welfare services found that about 70% of residents contact welfare officers each month. In the Keys Young study, 73% of the respondents mentioned health checks and medical care as a reason why they had found it helpful to have stayed at hostels. Employment officers at hostels were reported as a major source of assistance to residents in finding their first job.

### Co-ordination at hostels

60. The Report placed 'main responsibility for putting the programs into effect' at hostels on full-time Settlement Officers who would 'co-ordinate other resources at each centre (for example, full-time teachers of English)' (para.2.15). CACS was to control its services, but its officers were to 'participate in activities as part of the new program' (para.2.18). Settlement committees were to be established, with membership including the hostel manager and representatives of local voluntary agencies, local government and other appropriate bodies. Convened by the Settlement Officer, they were to have 'responsibility for planning and co-ordination of settlement activities in individual centres' (Appendix 11).

61. The need for co-ordination was clear, given the multiplicity of agencies involved in hostels. CACS employs personnel who provide accommodation and catering services, welfare, accommodation advice, nursing, child-care and youth recreation. DIEA Settlement Officers and assistants assess eligibility for the OAEP and provide orientation information to residents. The Commonwealth Employment Service and Department of Social Security place officers at hostels. Voluntary organisations are often present to provide hosting and friendship schemes and material help. English classes are run by teachers from State Adult Migrant Education Services.

62. Both Settlement Officers and Committees have contributed positively to the hostel environment. In particular, the Committees offer an important opportunity for consultation, discussion and exchange of information between hostel staff and people from community, government and ethnic agencies. As a recent Senate Standing Committee concluded, Settlement Committees 'constitute the main forum in which Government and community organisations ... can be brought together to tackle reception, orientation and settlement activities as inter-related facets of a single process' (1982, p.49).

63. It cannot, however, be said that Settlement Officers and Committees have brought about the co-ordination the Report envisaged. Neither have a directive or supervisory function with respect to the various agencies in hostels, and while liaison between agencies occurs, these arrangements do not provide an effective basis for securing the most efficient and integrated use of resources.

64. The difficulties of co-ordinating the Program's English and information components have already been mentioned. Co-ordination is further complicated because Settlement Officers are not permitted to use CACS-employed interpreters to assist them in presenting information. Instead they have to book interpreters through the Telephone Interpreter Service or arrange for Bilingual Information Instructors through DIEA regional offices. BIIs are sessionally employed, and there have been complaints that they are not able to spend a satisfactory amount of time liaising with English-teaching staff.

65. There is also evidence of overlap and duplication between agencies and personnel. In some hostels, for example, new arrivals may be interviewed by as many as eight officers: the CACS Manager; housing and welfare officers and the nursing sister; the DIEA Settlement Officer or assistant; the OAEP teacher-in-charge; officers of the Commonwealth Employment Service (CES) and the Department of Social Security (DSS). A significant amount of the information these personnel give, and receive, may be the same.

66. The issue of overlap in information provision is of considerable significance, since this comprises a major component of the work done by hostel personnel. Furthermore, examination of nominally specialised functions indicates that they are to a considerable degree similar in kind, thus giving scope for rationalisation.

67. Most of the content of 'welfare' comprises general information, advice and assistance. Much of housing officers' work also involves information provision and practical assistance, which is akin to the activities of welfare officers. In 1980/81, housing officers secured accommodation for an average of less than 5 families per week each. This low figure is parallelled by the MSJ Keys Young study — over half the respondents either did not know who the housing officer was or else had not asked for help; nearly one-quarter of those having contact reported the officer had been of little or no effective help (1980, p.58). The

information provided by CACS personnel and visiting Departmental officers overlaps with the information sessions arranged by DIEA Settlement Officers. Matters such as housing, employment and social security benefits are key topics of initial orientation for new arrivals, and form much of the information component of the OAEP.

68. Apart from co-ordination and management issues, a matter requiring particular attention is the need for greater professional social/welfare involvement at hostels. CACS welfare officers play a very valuable role giving information and practical assistance. However, while very few of them have formal training their welfare responsibilities go well beyond what can reasonably be expected of unqualified personnel, eg. counselling families with social or domestic problems. DIEA has already initiated measures to upgrade the provision of welfare services at hostels. In some States DIEA Migrant Services Units (MSUs) have placed social workers at hostels. In another State, Settlement Officers have recently been linked to MSU area teams. These steps are welcomed and the Evaluation believes the role of qualified social/welfare staff should be extended.

## Conclusions and Recommendations

69. The services provided to migrants in hostels have been shown to be of considerable value to new arrivals, particularly those most in need of assistance with accommodation, English tuition, employment and health care needs. However, some initiatives have not worked as intended, and the efficiency of service provision could be enhanced by establishing a more integrated and clearly defined structure. There is scope to rationalise staffing in the welfare, housing and interpreter services CACS currently provides, while increasing the effectiveness of service delivery, and meeting the need for a greater professional social welfare involvement in hostels. Accordingly, it is recommended that:

*The Department of Immigration and Ethnic Affairs should be responsible for the management and co-ordination of all services at hostels, including accommodation and catering, on the principles outlined in paras 70-73.*

70. (i) The Evaluation considers that hostels should provide the same services as at present. Some (eg. catering and accommodation) should be secured from other organisations by contract and by arrangement with States and voluntary associations.

(ii) General responsibility for managing and co-ordinating services and facilities at each hostel should rest with a hostel manager employed by DIEA. The manager should supervise DIEA staff in hostels, oversee the services provided by agencies on contract and co-ordinate the personnel of other agencies providing services.

(iii) DIEA officers (including those transferred from CACS) responsible to the hostel manager, should provide hostel welfare services and facilitate residents' transition into the community. These officers should be part of DIEA Migrant Services Unit staff.

(iv) Full-time Bilingual Information Instructors employed on annual contracts should be based at hostels to provide information and assistance to new arrivals, conduct information sessions within the OAEP, assist teachers of English and provide interpreter services. They should be accredited at NAATI Level 2 within two years.

(v) If required, additional interpreting/translating services should be obtained from the Telephone Interpreter Service or on contract. Hostel managers should also have the capacity to hire interpreters from suitable hostel residents as appropriate.

(vi) The OAEP should be provided on contract by State AMES, who should conduct and manage the Program, and interview students to assess their eligibility and requirements.

(vii) Local CES and DSS officers should continue to provide services at hostels.

(viii) The CACS recreation function should be contracted to voluntary organisations; approaches to the States should be made with respect to the nursing function; the house mothers presently employed by CACS on a casual basis to look after detached and unattached children should be employed on the same basis by DIEA.

(ix) Child-minding and child-watching services currently provided by CACS should be provided by the catering and accommodation contractors on a contract basis subject to DIEA supervision. Present CACS staff should be employed by the contractor.

(x) Settlement Committees should be convened by the hostel manager to maintain and develop links between hostels, their residents and the community. Their membership should be determined according to local needs, in consultation with DIEA regional offices. The involvement of hostel residents and refugee organisations on Committees should be increased.

71. At the end of 1981, there were approximately 35 CACS hostel staff dealing with welfare and housing, and 23 DIEA Settlement Officers and assistants*. The Evaluation estimates that the functions of these 58 staff could be performed by a maximum of 50 officers, with access to hostel-based BIIs. It recommends that 20 of these 50 positions should be filled by redeploying DIEA Migrant Services Unit social/welfare workers to hostels. A saving of 28 positions will result — 8 by rationalisation and 20 through redeployment. This should be phased over a two-year period. Through 1982/83, 10 MSU staff should be redeployed to hostels and a saving of 18 positions be effected. In 1983/84 the process should be completed. On current salary costs of appproximately $15,000 per position, savings are conservatively estimated to be $140,000 in the first year, $280,000 in the second and $420,000 in the third year.

72. CACS also employs 28 full-time and part-time interpreters at a cost of $250,000 per annum, and DIEA uses 75 BIIs in both hostels and the community at a cost of $660,000 per annum. Expenditure on contract interpreters is not known, but is conservatively estimated at $250,000 per annum. The Evaluation recommends that interpreting needs at hostels be met by full-time hostel-based BIIs, together with sessional BIIs and interpreters as required. It is estimated that 45 full-time BIIs will be required at hostels and to provide OAEP information sessions in community-based courses. The cost of these BIIs is estimated at $750,000, per annum, to be met from savings which flow from amendment of the OAEP reimbursement formula (para.41). Expenditure on sessional BIIs and interpreters to meet additional hostel needs and those of the OAEP in the community is assessed at $750,000 per year. The savings in this area are thus conservatively estimated at $410,000.

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* This excludes six CACS housing officers whose sole or main duties relate to the administration of 'transition flats' located in the community and seven (DIEA) MSU staff located in hostels.

73. The proposed changes to the ISP should yield total savings in the order of $2m over the 3 years to 1984/85.

## Initial Settlement in the Community

74. The Report proposed establishing Community Settlement Centres to deliver the ISP to new arrivals going directly into the community. It expected these to offer the same range of activities as hostels — English classes, counselling and advice, practical assistance and talks about life in Australia. The same means of program co-ordination — settlement committees and settlement officers — were proposed. It was envisaged that centres would be established in areas of high migrant intake in provincial as well as capital cities. The development and operation of Centres have not occurred on these lines.

75. The Report recommended establishing one centre in 1978/79, three in 1979/80 and a fifth in 1980/81. DIEA considered that 'because of the distribution of migrants in the community, it was necessary to expand their number to ten' (1981b, p.19). It saw the opportunity to share some costs in New South Wales and Victoria by establishing a number of centres in conjunction with facilities planned or already used by those States for migrant English classes.

76. By June 1980, one Community Settlement Centre had been opened, and a year later four were operational. The delay has been attributed to the higher priority given to hostels, and protracted negotiations with State governments over joint operations. By the end of February 1982, a further five Centres had been opened, but one had closed, making an operational total of eight. All are located in capital cities (see Table 4.9).

77. The Report proposed that by 1980/81, 5,000 adult migrants would attend initial settlement courses at the five community centres it recommended should then be in operation. Against this yardstick the program's development has been unsatisfactory. In 1980/81, only 3,000 migrants undertook On-Arrival courses at Centres and other community-based premises.

**Table 4.9:** Community Settlement Centres

| *State* | *Centre* | *Opening date/ Status* | *Settlement Officer* | *Settlement Assistant* |
|---|---|---|---|---|
| NSW | Caltex House | January, 1981 | 1 | |
| | Blackfriars | July 1981 | 1 | |
| | Fairfield | July 1981 | 1 | 1 |
| | Belmore | February 1982 | 1 | 1 |
| Vic | Myer House | December 1979/ January 1980 | 1* | 1 |
| | Kuranda | April 1981 | 1 | |
| | Footscray | February 1982 | 1 | |
| Qld | Phoenix House | August 1981 | 1 | |
| WA | Wapet House | November 1980 | 1 | |
| SA | Adelaide | ** | | |

Source: DIEA

* Officer withdrawn from March 1982 for 6 months on work rotation.

** Action to acquire proposed site discontinued in August 1981.

78. Community Settlement Centres have not found it easy to develop a role and identity, apart from being locations where the OAEP and other migrant education activities take place. Most migrants contact them to enquire about and/or enrol in OAEP courses. SINUS found that only 14% of respondents knew of a Centre and the majority of those who had contacted them had done so to enrol for English classes. Settlement Officers provide information to callers, notably on housing and employment, but mainly in response to specific, individual enquiries. There is little demand for formal information programs outside the OAEP courses.

79. A number of Centres were established in premises used by State education authorities for teaching English to migrants. This is consistent with the Report's proposals, but the size and scope of the OAEP has tended to submerge other settlement services.

80. As in hostels, Settlement Officers at Community Settlement Centres are charged with 'co-ordination' of activities but have no authority over English classes, the major activity taking place. State education officers have the major responsibility for the OAEP. The orientation and information sessions which Settlement Officers conduct are far shorter in duration than the information component in the OAEP. Increasingly, the OAEP sessions are being presented by BIIs, whose presence is arranged by Settlement Officers with DIEA regional offices. Where the On-Arrival courses are conducted at other premises, the AMES course organisers contact the regional offices directly to secure Bilingual Information Instructors.

81. Links with community organisations are not formalised. No settlement committees have been established, and no decision to do so has yet been made.

82. This Evaluation considers that initial settlement services other than the OAEP should shift from Community Settlement Centres to Migrant Resource Centres (MRCs), subject to changes in the latter's operations. The primary activities involved are the provision of information, advice and practical assistance, which are basic to MRCs.

83. The integration of initial settlement assistance with general migrant welfare services offers a number of advantages including a reduction in the confusion created by a multiplicity of agencies. This was manifest in the community consultations when considerable uncertainty was evident about the functions of Centres, particularly their relationship with MRCs. It would also introduce new arrivals to MRCs at an early stage of settlement, and bring them into contact with migrants who have been resident for some time, as well as with local groups and communities, thus facilitating community participation in the initial settlement process.

## Conclusions and Recommendations

84. The main role of Community Settlement Centres relates to OAEP courses. In some locations, a number of the activities of Settlement Officers in relation to the OAEP, for example enrolling students and arranging with DIEA regional offices for the attendance of BIIs, are already undertaken by State education personnel. Given this, and the central role State AMES play in the OAEP, these authorities can and should assume responsibility for the limited OAEP-related

activities that Commonwealth Settlement Officers and assistants at Centres undertake. Consequently, it is recommended that:

> *The Commonwealth Government should transfer its provision of settlement services provided at Community Settlement Centres, other than the On-Arrival Education Program, to Migrant Resource Centres.*

85. Recommendations to strengthen the general capacity of MRCs to meet migrant welfare needs are made in Chapter 10. The Evaluation considers that the initial settlement needs of new arrivals can be effectively met within this provision.

Savings are estimated at $407,000 per annum, comprising:

| | |
|---|---|
| • Salaries of 13 Settlement Officers and assistants | $262,000 |
| • Rent | $30,000 |
| • Operational expenses | $50,000 |
| • Administration costs | $65,000 |

86. State Adult Migrant Education Services may wish to retain use of that portion of the Centre premises currently used for OAEP courses. This matter should be the subject of negotiation between DIEA and State governments.

## Financial Support for New Arrivals

87. Hostel residents may be paid special benefit at the discretion of the Director-General of the Department of Social Security for up to 4 weeks from arrival, in recognition of the fact that they are not being assisted by family or friends in Australia. After 4 weeks, hostel residents are transferred to unemployment or other appropriate benefit. Special benefit is continued only if people are ineligible for unemployment benefit and are not residentially qualified for another pension or benefit.

88. Special benefit is also payable for up to 4 weeks to refugees going directly into the community while other migrants are eligible to apply for unemployment benefit upon arrival.

89. New arrivals participating in full-time OAEP courses may receive a living allowance equivalent to the unemployment benefit for the duration of courses.

90. As special benefits are paid for 4 weeks only, new arrivals wishing to undertake full-time OAEP courses may be offered employment before the courses commence, and subsequently can only attend part-time classes. In some cases, the Commonwealth Employment Service has assisted new arrivals waiting to commence courses by exercising discretion in selecting people to whom employment opportunities are directed. The registration cards of unemployed people enrolled for English classes are marked so that they will not be the first to be offered job vacancies.

91. An additional problem of which the Evaluation has been advised is that unemployed new arrivals on part-time courses have been forced to discontinue because they have been regarded as unavailable for work, and thereby ineligible for unemployment benefit. The determination of availability for work depends on administrative discretion; and practice varies between the States.

92. The Report recommended that there 'should be no pressure to enter the workforce until the initial orientation and settlement program has been completed' (para.2.11). Clearly, the longer the period between arrival and the com-

mencement of an OAEP course, the more likely it is that those offered full-time places will not be able to take them because they are in employment, or those offered part-time courses will lose unemployment benefit through strict enforcement of the guidelines regarding availability for work. This situation would be alleviated if all new arrivals wishing to attend OAEP courses were able to commence within 4 weeks of their arrival in Australia, and if special benefits were to be extended beyond 4 weeks for those attending OAEP courses and not in employment. Accordingly, it is recommended that:

> *Special benefit should be paid to new arrivals not in employment while attending On-Arrival Education Program courses. These courses should be so scheduled that new arrivals can commence them within 4 weeks of their arrival.*

93. Overall, this proposal should involve little additional cost to the Commonwealth. Full-time OAEP participants in courses currently receive a living allowance. Special benefits paid at the same rate would merely replace living allowances. At present, part-time participants in courses, and receiving unemployment benefit, are either allowed to continue receiving this while participating in the course, or are forced to withdraw in order to continue receiving their unemployment benefits. In either case, substituting special benefit to such people would not incur any additional costs.

94. There will be some extra expenditure on benefits for those who might otherwise have found employment within a short time of arrival. It is likely however that only a small number of those eligible for courses — that is, those with the poorest English — are in fact able to find secure jobs quickly. And with respect to this group, the Report's rationale for the cost of the initial settlement program is most pertinent. 'In the long term it should pay for itself through reduced need for welfare services. In terms of reducing social costs, the benefits will be substantial.' (para.2.5)

95. At many hostels the current provision of OAEP courses is already adequate to allow hostel residents to enter courses throughout the year within about four weeks of arrival. When numbers are small, classes should be made up by combining new arrivals from hostels and the community. At other times, particularly in small States, the Evaluation considers it appropriate that new arrivals be grouped in classes with migrants who have arrived within the previous 12 months, and are enrolled for On-Going courses.

96. Revised arrangements will be required for community-based courses so that migrants who do not stay at hostels can take part within four weeks of arrival. In the larger States, the number of new arrivals should permit classes to be regularly formed. This will however, necessitate improved promotion at pre-embarkation and immediately on arrival, so that people know of courses and how quickly they should enrol.

97. In the smaller States and the Territories it is envisaged that regular OAEP provision could be made by the earlier suggestion that classes combine hostel and community new arrivals, and less recent arrivals with little English proficiency.

## Promotion of the Initial Settlement Program

98. Little promotion of initial settlement services is required at hostels, where new arrivals are informed about and make considerable use of services as a matter of course. The Report envisaged that migrants settling directly in the community

would also be able to make use of hostel facilities, but this has not generally occurred.

99. Promotion of Community Settlement Centre services has been uneven. Some Settlement Officers have undertaken varied promotional activities, including sending new arrivals letters in community languages, using ethnic press and ethnic radio, and placing pamphlets in CES and DSS offices, airports and public libraries. A few Centres have sent letters in English only. Efforts have on occasion been hampered by delays in DIEA transmitting new settlers' names and addresses to Settlement Centres.

100. State AMES take major responsibility for OAEP advertising. In view of the already considerable demand, promotion of OAEP community courses has been limited.

101. To date, no general programs have advised intending migrants overseas about Australia's initial settlement services. Such information is included in DIEA officers' pre-embarkation counselling to eastern European refugees. The Victorian Indo-China Refugee Association, supported by DIEA, provides an information service at the Phanat Nikhom Transit Centre in Thailand for refugees selected for settlement in Australia.

102. Moves to provide pre-embarkation information to all migrants are under way as part of the reorganisation by DIEA of its overseas information activities. Leaflets have been prepared specifically referring to initial settlement support services and Australian embassies are being encouraged to arrange local translations of the leaflets. Immigration officers overseas will also run 'group counselling' sessions at which migrants will be told about initial settlement services in the context of general information about Australia.

103. The Evaluation has not undertaken a study of pre-embarkation information. However, it notes, as did the Committee of Review of Migrant Assessment, that a number of people consulted complained that the accuracy of that information left much to be desired, particularly on matters such as the recognition of qualifications and the availability of employment.

## Conclusions and Recommendations

104. The Evaluation considers a concerted effort is required to advise new arrivals who do not stay at hostels about initial settlement assistance. It welcomes the initiatives DIEA has taken to provide such information prior to embarkation, and considers they should be strengthened. Leaflets handed out overseas may have been lost; advice given verbally may have been forgotten; regulations about migrant entitlements may have changed. It is thus recommended that:

> *The Department of Immigration and Ethnic Affairs should extend its promotion of initial settlement services.*

105. The following proposals should be explored as elements of a comprehensive strategy:

- A plastic-coated card, sized for insertion in passports, should be developed, listing the telephone number of the Telephone Interpreter Service and DIEA Regional Office in each capital city, and containing a very brief statement that general assistance can be sought by phoning one of the numbers. Each overseas post would have cards in the major languages of migrants with whom it deals and distribute them when granting migrant entry visas.

- Within a week or so after arrival, migrants should be sent brief letters in their community languages by DIEA Regional Office, drawing attention to services (particularly English courses) as well as a booklet with essential information as proposed earlier (para.32).
- The availability of settlement services should be promoted in community languages through ethnic radio and press, and multicultural television.

## Co-ordination of the Initial Settlement Program

106. The Report conceived of the ISP as a highly integrated set of measures to assist new arrivals' initial settlement. Many services were already in existence, to greater or lesser degree, provided by a range of Commonwealth, State and local government bodies, voluntary and community agencies, and ethnic groups. The Report sought not only to achieve a major expansion of services, but to provide a basis for their co-ordination and evaluation through Migrant Settlement Councils.

107. Migrant Settlement Councils were established in all States and Territories in 1978 and 1979, with membership along the lines suggested by the Report — an independent chairman; the Regional Director of DIEA; the State Manager of CACS; a representative of the State/Territory authority responsible for ethnic affairs or immigration matters and of the State Adult Migrant Education Service; one member from the traditional voluntary welfare sector; and two members drawn from ethnic communities.

108. Councils were not given the role the Report specified for them — 'planning, managing and putting into effect' the ISP. Their role was defined as being 'to oversee and advise' the program, and 'to co-ordinate' the activities of government and voluntary bodies involved in settlement services. Their terms of reference stated that Councils 'have no executive authority over any member organisations but operate through advice, persuasion and co-ordination'. In December 1980, new terms of reference defined Councils' role as 'advising the Minister on matters relating to the initial settlement of migrants and refugees in each state or territory'. Any vestige of the original role conceived for them was thus eliminated.

109. A number of problems have apparently hampered the Councils' activities. Some Council members have found difficulty taking time from their employment, apart from attending Council meetings. This has limited their time and opportunity to pursue issues of concern in detail, particularly where extended travel might be involved. Several members consulted by the Evaluation felt that limited support was one factor restricting their ability to investigate matters. The Report had proposed that full-time DIEA settlement co-ordinators in each State and Territory would have among their duties the support of Migrant Settlement Councils. Full-time Co-ordinators have been appointed only in New South Wales and Victoria. Elsewhere, the Assistant Director (Post Arrival Services) is deemed to spend 30% of his time on ISP co-ordination duties. The function of executive officer to the Migrant Settlement Council is often carried out by a person other than the Co-ordinator.

110. A further issue raised by Council members was a lack of travel funds. This suggests Councils have not been given a clear understanding of their resources, as expenditure has been well below the annual amounts DIEA has estimated they would require, and government agreed to expend. These estimates were in turn below the $60,000 per annum the Report recommended for Councils. In

1979/80 expenditure on Councils was a little over half this figure, and in 1980/81 reached three-quarters.

111. Councils have not established or managed any settlement services, but have undertaken various ancillary activities — receiving briefings from guest speakers, visiting hostels, and establishing contact with community groups. Some sought and evaluated Community Settlement Centre sites. In 1979, the Councils were made responsible for assessing sponsorship offers under, and promoting, the Community Refugee Settlement Scheme (CRSS). This has become a major Council activity. In May 1980, the Minister requested Council Chairmen to report by the end of 1980, through DIEA, on their views on changes in emphasis or direction for the Initial Settlement Program. To date, no Councils appear to have prepared such reports.

112. Even in an advisory role the Councils' impact has been restricted, for the strength of representation possessed by government agencies means Councils are not 'external' bodies providing a non-bureaucratic input. Moreover, although advisory to the Minister, Councils have been expected to communicate through DIEA. This has led to a tendency on the part of government members to regard the Councils as peripheral, particularly since they regularly deal with each other in managing various settlement services for migrants.

113. Councils remain uncertain of their role and value. This uncertainty is compounded by the fact that the 1981 Conference of Commonwealth and State Ministers for Immigration and Ethnic Affairs decided that Councils should have a 12-month trial period under the new terms of reference. At the time of writing, members' terms of appointment were due to expire at the end of June 1982. Uncertainty was further accentuated when, in September 1981, DIEA wrote to chairmen suggesting that Councils no longer assess the majority of CRSS applications. The Evaluation was advised that no Council had formally responded to this letter by March 1982. Nevertheless, at least one DIEA regional office reports it has implemented the letter's 'suggestion'.

## Conclusions and Recommendations

114. The Evaluation shares the Report's concern that the provision of initial settlement assistance be effectively co-ordinated. Migrant Settlement Councils have not had an opportunity to perform this role and alternative arrangements have not been put in place.

115. The experience of the past three years suggests that the co-ordination of initial settlement services must be approached on a number of levels. In some areas, the relationship between service providers is such that they should be able to conclude formal agreements with sufficient precision to prevent major uncertainties and problems. Moreover, the nature of co-ordination issues differs greatly between hostels and the community, and therefore approaches to their resolution must also differ. For hostels, the establishment of a highly integrated management structure has been recommended. Services to new arrivals resident in the community should be integrated with services for migrants generally, such as Migrant Resource Centres. Accordingly, it is recommended that:

> *Migrant Settlement Councils should be allowed to lapse at the expiry of their present terms of appointment.*

This is estimated to result in a saving of $130,000 over the next three years.

# Financial Appendix

(a) A financial overview of expenditure on all programs for which the Report recommended additional direct expenditure or savings is at Table 1.1. In that table, the expenditure items making up the total Initial Settlement Program are included under these headings:

| | |
|---|---|
| Initial Settlement | $3.84 m |
| English language teaching (the on-arrival program $7.24m and materials $350,000) | $7.59 m |
| Communication and Information (interpreters) | $0.57 m |
| Total | $12.00 m |

(b) Tables 4.10, 5.11 and 8.3 examine the components of the Initial Settlement Program, as mentioned above, on more detailed bases.

(c) The Report pointed out that actual cost would depend on the level of immigration intakes and that, as a number of assumptions were built into its estimates, they were presented as indications of the order of magnitude. Its estimates assumed an intake of 20,000 migrants with little or no English, arriving in each of the 3 years and a total migrant intake of 71,000. In fact, while the migrant intake rose substantially from 68,700 in 1978/79 to 107,500 in 1980/81, the actual number of migrants with little or no English only exceeded the Report's estimates by 4.7%.

(d) The Report did not make expenditure recommendations affecting the Commonwealth Accommodation and Catering Services (CACS) operations at migrant hostels. Recurrent expenditure by CACS in 1977/78 (pre-Report) was $7.94m, and during the next 3 years total expenditure amounted to $37.0m.

### The On-Arrival Education Program

(e) The Report estimated that the additional cost to the Commonwealth of the English-language teaching program over the three-year period would be $2.84m on tuition and $4.40m on living allowances. These additional costs were for 19,000 students. The details of actual expenditure and coverage for the refugee program in 1977/78 were not known at the time, but it was assumed that they would cover 5,000 students, and that the costs of 15,000 students would therefore be maintained in the following three years, making a total of 34,000 students over the three years.

(f) A number of difficulties are involved in comparing actual expenditure with the Report's estimates. First, the refugee program in 1977/78 covered some 3,000 students rather than the 5,000 the Report anticipated. Also, the Report assessed the additional expenditure for living allowances by offsetting unemployment benefits otherwise payable against those living allowances payable under the program. In the event, all living allowances were payable from OAEP funds. For these reasons, it is more appropriate to compare actual expenditure with anticipated costs using the basis of the Report's calculations, rather than with the additional costs plus base used in the overall analysis.

**Table 4.10:** Initial Settlement: Recommended and Actual Expenditure

| *Item and Recommendation Number* | | *1 Recommended Additional Expenditure 1978/79-1980/81 $'000* | *(%)* | | *2 Actual/Assessed Expenditure 1978/79 – 1980/81 $'000* | *(%)* | *3 Difference: Actual and Recommended Additional Expenditure $'000* |
|---|---|---|---|---|---|---|---|
| 1[a] | Capital Works | 1,900 | (49.5) | | 2,155* | (56.1) | +255 |
| 1[b] | Rental of Premises | 180 | (4.7) | | 40 | (1.0) | –140 |
| | Operating Expenditure | | | | | | |
| | Community Centres | | | | 102 | (2.7) | +102 |
| | Migrant Hostels | | | | 129 | (3.4) | +129 |
| 1[c] | Migrant Settlement Councils | 180 | (4.7) | | 93 | (2.4) | –87 |
| 1[d] | Settlement Co-ordinators | 480 | (12.5) | | 236 | (6.1) | –24[illegible] |
| | Settlement Officers | | | | | | |
| | Direct | | | 869 | | | |
| | Ancillary expenses | | | 216 | | | |
| | Total | 1,100 | (28.6) | | 1,085 | (28.3) | –15 |
| | **Total** | $3.840m | (100) | | $3.840m | (100) | Nil |

* In addition to the $1.9m recommended by the Report, the Government also allocated $1.11m for similar purposes to meet the increased Indo-Chinese refugee intake.

(g) **Tuition** The Report costed tuition on the basis of a teacher salary of $15,000 and a staff:student ratio of 1:15. Using the Report calculations as a base, the total anticipated expenditure for the program was $5.08m. Actual expenditure was $13.34m due mainly to implementers funding on a formula based on a higher staff:student ratio and longer course lengths than the Report recommended.

(h) **Living Allowances** The Report calculated that the effective period for payment of living allowances would be six weeks, and that payments would be $100 per fortnight. On this basis, the total anticipated expenditure on living allowances would be $10.2m. In fact, actual expenditure on living allowances has been $11.88m, due to increases in living allowances and an increased number of students going through the program.

### Other Aspects of the Initial Settlement Program

(i) The Report recommended in respect of capital costs, rental, establishing Migrant Settlement Councils and appointing staff. The financial implementation of these items is shown at Table 4.10.

(j) **Capital Works** The Report recommended provision of $1.90m over three years to improve facilities and classroom accommodation. No detail was given as to the location(s) at which the up-grading was required or should take place.

(k) In addition to the $1.90m, the Government provided in 1978/79 an additional $1.11m to be expended on classroom facilities for Indo-Chinese refugees. DIEA has advised this Evaluation that actual expenditure on classroom facilities over the 3-year period was $2.16m.

(l) Detailed information on classroom capacity is difficult to obtain, but there is information on the number of classrooms in hostels and community education centres. At the beginning of 1978, there were 8 hostel centres whose education accommodation included 27 classrooms and 2 other teaching spaces. Nine community education centres existed, including 53 classrooms and 23 other teaching spaces. By June 1981, 14 hostels had education accommodation including 103 classrooms and 49 teaching spaces; and 26 community centres were in operation including 133 classrooms and 50 other teaching spaces.

(m) **Rental** The program provided for rental costs for five community- based centres to be established by 1980/81 with a capacity to cope with an average of 1,000 migrants/refugees a year. Costing was based on an average annual rental of $20,000 per centre at an estimated total cost of $180,000 over the three years.

(n) Community Settlement Centre rents have been met by the Department of Administrative Services (DAS) under its normal leasing program, generally as components of rental payments for buildings which the Centres partly occupy. By the end of June 1981, four Community Settlement Centres had been established. Based on information provided to this evaluation by DAS and DIEA, the cost of rental over the period has been estimated at $40,000 and current annual rental cost at $30,000.

(o) Since DAS met rental, an amount similar to that recommended by the Report for rental was available to meet establishment and operation costs associated with Community Settlement Centres and hostels, although the Report did not specifically allow for these. Actual expenditure on these associated costs was $231,000 and included the purchase and/or production of videotapes, vehicle hire, books and pamphlets.

(p) **Migrant Settlement Councils** The Report proposed Migrant Settlement Councils, each with a membership of eight, which would meet six times a year. Actual expenditure on Council fees and travelling expenses was $93,000 compared to the estimate of $180,000 over the 3 years.

(q) **Staffing** The Report recommended that each Council should have a full-time Settlement Co-ordinator (attached to the Migrant Services Section of DIEA) who would be Executive Officer to the Migrant Settlement Council. The estimated cost, over three years, was $480,000.

(r) Full-time Co-ordinators were only appointed in New South Wales and Victoria. DIEA reports that elsewhere Assistant Directors spent about 30% of their time on the settlement co-ordination task. Estimates of actual expenditure have been made on this basis, and are assessed at $236,000 compared with the recommended figure of $480,000.

(s) The Report also recommended 16 Settlement Officers and 15 assistants be attached to hostels and Community Settlement Centres by the end of 1980/81 at an estimated cost of $1.1m for salary and ancillary costs. At 30 June 1981, 23 Settlement Officers and 6 assistants were employed, at a direct cost of $869,000 over the three years. To these, an on-cost of about 25% of salaries has been added as the ancillary costs, being equivalent to the administrative expenses of DIEA expressed as a percentage of total salaries over the years 1978/79 — 1980/81. Accordingly, expenditure on the employment of Settlement Officers and assistants is assessed at $1.09m compared to the estimate of $1.1m.

## Interpreters

(t) The third element of expenditure recommended by the Report for the Initial Settlement Program was for interpreters. DIEA has advised that it is not possible to accurately differentiate between expenditure on the various activities of interpreters, whether salaried or contract. For that reason, details are included in Table 8.3 and discussed in Chapter 8.

CHAPTER 5

# Adult Migrant Education Program

*The extension of the Adult Migrant Education Program: student numbers, target group coverage, course formats and length, class sizes, teacher:student ratios and proficiency gains. The development of full-time courses, continuation classes, advanced courses, Courses in Industry, Home Tutor Scheme, the correspondence course and intensive courses for professionals. Teacher development. Materials development. The Report's mid-term objectives for establishing a rolling 3-year program; assessing the magnitude of need for English-language teaching and establishing Commonwealth/State agreement on respective responsibilities. The current relevance of objectives. Conclusions and recommendations.*

1. The Adult Migrant Education Program (AMEP) began in the immediate post-war period with the major influx into Australia of non-English-speaking migrants. The first course took place in 1947, when 800 Displaced Persons at Bonegilla Reception Centre were offered English classes for one month. Over the next few years, courses were extended to include day and evening part-time English classes, radio, correspondence, pre-embarkation and shipboard classes.

2. The first full-time courses, restricted to professionals with some English, were instituted in 1968 with the arrival of refugees from Czechoslovakia. In 1973, full-time courses were extended to migrants with sub-professional, technical or trade backgrounds. Four years later, special full-time courses were introduced for Indo-Chinese refugees in hostels. By the time the Report was brought down, the AMEP embraced a variety of well-established and recently introduced activities, ranging from formal language courses to home tutors and English lessons on radio and television.

3. The significance the Report attached to English proficiency and the introduction of the On-Arrival Education Program in the Initial Settlement Program have been discussed. The focus in this chapter is the Report's recommendations concerning courses for both settled and newly arrived migrants in the On-Going Program (OGP).

4. The Report, having examined the OGP, concluded that immediate and medium term changes were necessary to make the program effectively contribute to non-English speakers' full participation in Australian society. On available evidence the OGP had substantial shortcomings requiring 'urgent short term changes which should be made now to the existing program affecting courses, teachers and materials' (para.3.18).

5. The Report's short term objectives were to make program changes and reallocate and enhance resources to extend the program's activities, upgrade the

quality of courses and reduce the backlog of those lacking English language proficiency. Accordingly:

- *Recommendation 5* proposed extending and improving the Program's diverse English courses. This required 'a significant overall increase in the total level of funds and resources directed to the adult migrant education program'. In addition to funding reallocations, this involved $2.35m additional expenditure over the three-year period, which the Report intended should increase OGP resources by 20% in real terms.
- *Recommendations 6 and 7* proposed initiatives to improve teachers' pre- and in-service training.
- *Recommendation 8* provided for a twofold increase in expenditure on materials development over three years.
- *Recommendation 9* proposed establishing the AMEP on a more permanent basis, by making it a rolling three-year program.
- *Recommendation 13* provided for three trial intensive courses for people qualified overseas in occupations involving substantial public contact and whose English proficiency barred accreditation and practice in Australia.

6. While responding to clear and present needs, the Report considered short term action had to be combined with effective long term development. The key to this was seen to be establishing on a sound empirical basis the extent and nature of English-language needs and the information and evaluation necessary for future planning. Accordingly:

- *Recommendation 10* proposed that a major survey of migrants' English language needs be completed within 18 months, to provide information for future program development.
- *Recommendation 11* involved an assessment by the Commonwealth, in consultation with the States, of the need for a formal Commonwealth/States agreement on their respective responsibilities in adult migrant education and to provide for the collection and analysis of information necessary for planning and evaluation.

7. The Report also saw the need to exploit the potential in the ethnic broadcasting media, but noted that developments should be contingent upon its proposals for ethnic radio and television. This issue is examined further in Chapter 13.

## General Implementation

8. Between 1977/78 and 1980/81, OGP expenditure increased by $5.21m, a 14.9% real increase compared with the 20% the Report proposed. Financially, this shortfall is offset by, and contrasts with, expenditure on the On-Arrival Education Program (OAEP) of $25.22m as against the Report's estimate of $11.35m — a 120% increase against estimates.

### Extension of Activities

9. The Report believed that the additional resources would create a real extension of activities across the OGP. In determining whether this has occurred, a

**Table 5.1:** Expenditure: On-Going Program

| *Year* | *Tuition*<br>$ | *Living Allowances*<br>$ | *Total*<br>$ |
|---|---|---|---|
| 1977/78 | 8,088,515 | 1,745,227 | 9,833,742 |
| 1978/79 | 8,791,575 | 1,700,985 | 10,492,560 |
| 1979/80 | 11,303,345 | 1,941,962 | 13,245,307 |
| 1980/81 | 12,379,918 | 2,668,466 | 15,048,384 |
| 1981/82 (est.) | 13,804,000 | 2,767,000 | 16,571,000 |

Source: DIEA

number of inter-related issues — enrolments, student and course numbers, course lengths, class sizes and staff:student ratios — are involved.

10. **Student Enrolments** The 14.9% real increase in expenditure has been accompanied by a smaller increase in enrolments across all programs. As Table 5.2 shows, approximately 102,000 OGP places were available in 1977/78: 107,600 were available in 1980/81. It should be noted there are difficulties in reconciling figures supplied at different times and by different sources.

11. **Student Numbers** Course places or enrolments are not in themselves a measure of the number of people taking courses, since a student may enrol in one or more courses in a year. Since late 1980, the Department of Immigration and Ethnic Affairs (DIEA) has encouraged State Adult Migrant Education Services (AMES) to promote turnover by giving priority on full and part-time courses to applicants who have not previously been on courses. This may have increased the number of students undertaking courses, but the data does not allow any definite conclusion. DIEA does not collect information on the number

**Table 5.2:** Enrolments in the Adult Migrant Education Program: On-Going Phase

| *Type of Activity* | *1977/78* | *1978/79* | *1979/80* | *1980/81* |
|---|---|---|---|---|
| Full-time Courses | | | | |
| General | 4,555 | 3,333 | 4,275 | 4,845 |
| Vacation | 310 | 424 | 317 | 310 |
| Part-time Courses | 11,886 | 30,342 | 42,269 | 45,120 |
| Continuation Classes | | | | |
| New | 51,889 | 31,594 | 4,244* | 14,231 |
| New and Continuing | 57,972 | 43,567 | 32,427 | 19,548 |
| Average/Month | 13,964 | 10,414 | 2,103* | 8,115 |
| Correspondence Course | | | | |
| Total | 16,168 | 13,476 | 13,943 | 18,514 |
| Average/Month | 7,328 | 6,583 | 6,551 | 7,517 |
| Courses in Industry | 3,187 | 3,319 | 4,155 | 5,744 |
| Home Tutor Scheme | | | | |
| Total | 7,866 | 9,020 | 10,349 | 13,418 |
| Average/Month | 5,030 | 5,577 | 6,200 | 4,264 |
| Special Intensive courses | — | — | 27 | 118 |
| **Total enrolments** | 101,944 | 103,481 | 107,762 | 107,617 |

Source: DIEA
* NSW, SA, WA and ACT not included.

of students in courses, and of the AMES, only Western Australia holds information capable of giving more than an impressionistic picture.

12. Analysis of AMES (WA) data for OAEP hostel and selected OGP courses in 1981 found that 2,446 people filled 4,118 places in 1981. Of these, 2,517 were On-Arrival places and 1,601 were On-Going places involving 1,047 students. Further analysis shows 1,382 people (56.5%) took one course; 615 (25.1%) took 2 courses; 280 (11.4%) took three courses; 114 (4.7%) took 4 courses; and the remainder took 5 and 6 courses.

13. **Number of Courses** There is no comparative data over the three- year period for the number of OGP courses. Nor would such data be of value in assessing the Program's development as States vary significantly in terms of course types, hours and nomenclature. Such data as was obtained provided an indicative picture only, and important distinctions between course types could not be made.

14. **Course Lengths** Information was only made available on OGP course lengths from Victoria, New South Wales, Tasmania, South Australia and the Northern Territory for 1980/81. In some cases this was in terms of duration in weeks, in others in terms of hours. The data suggested course length in terms of hours varied widely, not only between different types of courses, but also between States. Again, the lack of comparative data makes it impossible to assess changes over the three-year period.

15. **Class Sizes** Available data on average class size is limited. For example, in part-time courses the average initial enrolment in 1980/81 was 16.6 in New South Wales, 20.2 in Victoria, 20.3 in South Australia (1980 data), 18.7 in Tasmania and 13.5 in the Northern Territory (1981 data). However, in some cases this included continuation classes, and in others it did not. Moreover, the lack of systematic data from earlier years again reduces the value of this information in providing insight into changes in the Program.

16. **Teacher:Student Ratios** Similar problems exist in relation to examining teacher:student ratios, which also vary widely when available data on 1980/81 courses are examined. While full-time courses appear to have higher teacher:student ratios than other course types, this assertion can only be made on the basis of some courses, and only on evidence from New South Wales and Victoria.

## Reducing the Backlog

17. The impact that the post-Report programs have had on the backlog of those with little or no English is also difficult to determine. As has been indicated above, evidence is lacking about the number of students going through courses in the 3-year period. Beyond this however, there is little evidence on the proficiency students achieve because of their participation in the OGP, and the size and character of the backlog is a matter of speculation.

18. **Proficiency Gains** National data on the effectiveness of the different courses within the On-Going Program in improving proficiency in the English language does not exist. No AMES collects data on proficiency gains for all students enrolled in all on-going courses and programs. It is therefore not possible to assess the degree to which the OGP as a whole has reduced the backlog of those lacking English proficiency. Nor indeed, is it possible to determine the

Program's efficacy in improving students' proficiency or to assess the comparative effectiveness of different courses and activities in this respect.

19. Some data on proficiency gains in some on-going courses has been provided by AMES (WA). The students reported on constituted only 39% of those enrolled in OGP (WA) classroom-based courses. This in turn constitutes only 9% of national student enrolments in classroom-based courses. Generalising from this data is thus exceedingly tenuous because relatively small numbers are involved and the Western Australian program has a limited range of classroom courses compared with the program nationally.

20. The WA data suggest that the average gain in ASLPR Speaking Proficiency was 0.43 steps. A higher rate of gain was shown in the full-time courses included within this result. Here, the average proficiency gain was 0.67 steps. When individual proficiency scores are examined, 52.0% were below ASLPR 1 (minimum survival proficiency) on entry, and just 4.3% at ASLPR 2+ or over. On exit, 44.6% were still below ASLPR 1, and 14.2% had reached ASLPR 2+ or above. These improvements are modest.

21. **Backlog Size** The size of the backlog remains a matter of speculation. On the basis of 1976 census data of country of origin and a 1973 study, the Report estimated that 400,000 people required English-language teaching. The assumptions used would have to be described at best as rough and ready.

22. A DIEA survey conducted under *Recommendation 10*, in the high density migrant area of Parramatta, found that 30% of the 530 people surveyed had a low proficiency in English (Coppell, Baumgart and Tenezakis 1980). This included many migrants resident in Australia for over a decade. DIEA, presumably on the basis of this study and 3 other unpublished studies not currently available, and whose sample size is not known, reports that:

> on average across four studies in different States, some 40-50% of respondents had less than survival levels in speaking and listening skills ... If the above percentage is applied to adult residents of Australia who have come from non-English speaking countries as indicated by the 1976 Census, of a total of 1,167,000 adults, some 525,000 would appear to have less than survival skills in the four areas of English language competence.

Again, the basis of this estimate can at best be described as very rough and ready.

23. The Evaluation's demographic analysis indicates that there were 175,000 people in Australia in 1976 aged 5 years or over who did not use English regularly. It is estimated that some 68,000 people who have arrived between 1976 and 1981 have little or no English, and approximately 131,700 of those arriving between 1981 and 1986 will still be unable to speak English by mid 1986. The projections have been made on the assumption that current levels of English-language teaching and proficiency gains continue. They deserve no better characterisation than those applied to the figures put forward by the Report and DIEA.

24. With respect to the indicator of waiting lists, DIEA reports that in mid December 1981 there were 4,696 people on OGP waiting lists. State AMES and DIEA report waiting periods of up to three months for part-time courses, between three to six months for full-time courses, and up to a year for the Home Tutor Scheme. There is also a waiting period for the correspondence course.

25. In sum, available evidence does not allow any firm conclusion to be made about the Program's success or otherwise in making an impact on the backlog of those with little or no English.

## The Report's Short-term Objectives

### Full-time Courses

26. The Report's *Recommendation 5(a)* provided for extending the availability and coverage of full-time courses which it considered the most effective activities in the program. The Report also saw opportunities for using tertiary institutions' language-teaching facilities during vacations.

27. **Implementation** The recommended expansion of full-time courses has not taken place. A reduction of 1,200 full-time places occurred in 1978/79 followed by a gradual increase of enrolments. Over the three-year period, average enrolments were below the 1977/78 base.

28. Full-time courses currently available include general English courses provided by AMES and tertiary institutions, and English for Specific Purposes courses provided by tertiary institutions for occupational target groups. Although not advertised, places in general full-time courses are in high demand and priority is given to: those who have not previously undertaken a full time course; breadwinners; those likely to gain employment as a consequence of the course; those needing English to link up with general educational programs; and women considered to be at risk because their proficiency lags behind the rest of the family. Priority is also given to the less proficient.

29. English for Specific Purposes (ESP) full-time courses are increasingly being provided, thereby augmenting the range of full-time courses. This has involved the conversion of existing general English full-time courses into ESP courses.

30. Full-time vacation courses were introduced in three States in 1978, and in 1980/81 were held in all States and Territories except Queensland, Tasmania and the Northern Territory. Although the enrolment data is not completely reliable, this indicates that at least the number of vacation courses have expanded. As well, part-time vacation courses have been introduced. AMES use their normal classroom accommodation for vacation courses and tertiary institutions, where they have been contracted by DIEA to hold such courses, use their language-teaching facilities.

31. In summary, while there has been some extension in the range of full-time courses offered, there has been no expansion in the number of enrolments over the three years.

### Continuation Classes

32. The Report regarded continuation classes of dubious value as students could enter them at any time; the average period of instruction per student was under 50 hours; and clearly defined goals or formal certificates which might assist admission to tertiary education or employment were lacking. Accordingly, *Recommendation 5(b)* proposed that:

> Continuation classes should be curtailed and replaced with restructured certificate courses of defined length at different levels of difficulty with clear goals against which students can assess their progress.

33. **Implementation** New and continuing enrolments in continuation classes have declined by 66.2% from 57,972 in 1977/78 to 19,548 in 1980/81, while enrolments in part-time courses have increased by 280% from 11,886 in 1977/

**Table 5.3** Part-time and Continuation Enrolments

| | *Continuation Class Enrolments* | | *Part-Time Course Enrolments* | |
|---|---|---|---|---|
| | *1977/78* | *1980/81* | *1977/78* | *1980/81* |
| NSW | 27,984 | 13,105 | 6,648 | 16,003 |
| Vic | 9,874 | 1,494 | 2,291 | 14,109 |
| Qld | 5,303 | — | 200 | 5,900 |
| SA | 6,988 | 1,197 | 2,467 | 5,429 |
| WA | 5,437 | 2,751 | 160 | 1,317 |
| NT | 594 | 672 | 120 | 227 |
| Tas | 327 | 329 | — | 212 |
| ACT | 1,465 | — | — | 1,923 |
| **Total** | 57,972 | 19,548 | 11,886 | 45,120 |

Source: DIEA

78 to 45,120 in 1980/81. These changes reflect, in part, the restructuring of continuation classes into part-time courses. The reduction has varied between States (see Table 5.3).

34. It is not possible to say with any certainty what these figures represent because definitions of the characteristics of continuation classes and part-time courses differ between States. All part-time courses are courses of fixed length. They may however include continuation classes that have only been restructured to the extent of imposing a fixed length on the class. Admissions may still occur at any time. Some classes categorised as continuation classes have fixed lengths and do not differ in format from some part-time courses.

35. In South Australia, the continuation classes that remain are women's continuation classes, continuation classes in the workplace and in hospitals and rehabilitation centres. All other continuation classes in South Australia are now classified as part-time courses, that is, they have fixed lengths. In Western Australia, continuation classes do not have fixed lengths and are essentially unaltered. In the Northern Territory, most continuation classes have fixed lengths with flexible admissions and are still designated as continuation classes. In Tasmania, AMES regards all their continuation classes (all of which have fixed lengths) as part-time classes although DIEA categorises them as continuation classes. In Queensland where, according to DIEA, no continuation classes now exist, AMES advises that 'over the last three years part-time classes throughout the State have gradually been changed to fixed course lengths. These have not been "closed" classes, however'.

36. In New South Wales and Victoria, the continuation program is divided into community day classes (largely women's classes), community evening classes and community special classes (in hospitals, rehabilitation centres and other public institutions). Classes operate parallel to school terms. Some are part-time with fixed lengths and closed admissions; others remain unaltered. Progress in restructuring has been greatest where classes have been relocated to multi-class centres. This has enabled the imposition of fixed lengths and restricted admissions because other classes are available in the same centre for learners who wish to join after one course has begun. It has also facilitated offering courses of different proficiency levels in the same centre and providing a structured program through which the student may progress. In New South Wales, the restructuring process has also involved extensive experimentation with different formats.

37. AMES report that while much restructuring has been undertaken and much remains to be done, this has been restricted to the courses' external characteristics. The aim has been to reduce the drop-out rate by providing formats suited to particular types of students. Little progress is reported in redeveloping the content of these courses. For the great bulk of continuation and community-based part-time classes, the content of the instruction provided is traditional grammar-based English with teachers often heavily dependent upon textbooks such as *Situational English*. Where approaches based upon common interest and the needs of students have been followed, AMES report greater student satisfaction and retention.

38. It is thus by no means clear that the shift from continuation classes to part-time courses has meant a great deal more than a change in designation. It is clear that remaining continuation classes show little evidence of consistent specification of objectives, or developing an effective form of certification. In important respects, the Report's objectives have not been realised.

### Advanced Courses

39. *Recommendation 5(c)* provided for extending the range of advanced courses. The Report considered that existing part-time advanced-level courses should be extended beyond the standard English-language provisions to meet the special communication needs of migrants.

40. **Implementation** Advanced-level courses are provided through full-time and part-time course formats. Because courses are not generally identified by proficiency levels, it is not possible to say whether provisions have been expanded to meet the special communication needs of migrants. In general, full-time places have expanded modestly while part-time places have expanded dramatically. Most of this expansion however is attributable to the shift from continuation classes to part-time courses and has meant a focus on lower proficiency students.

41. The view of AMES is that advanced-level provision has not increased. In some States and Territories full-time advanced-level courses do not exist; in others the provisions have remained static. More part-time advanced-level courses are available relative to full-time advanced-level courses; however it is not possible to say if their number has increased over the period. The impressions of AMES would appear to indicate that the Report's recommendation has not been carried through.

42. While there has been no increase in the number of advanced courses, there does appear to have been a changed emphasis at the advanced level — in both full-time and part-time courses — from general English to English for Specific Purposes. This is consistent with the Report's view that provision be made to meet English-language needs beyond those of standard English.

### Courses in Industry

43. The Report's *Recommendation 5(d)* proposed extending the provision of courses in industry and anticipated that, adequately promoted, enrolments could increase to between 6,000 and 9,000 by 1980/81. In 1977/78, 3,187 employees received instruction in 317 courses for an expenditure of $290,000. An increase in expenditure of up to four times the 1977/78 level was recommended, amounting to $1.2m over the 3-year period.

44. The Report identified two major shortcomings. The first was the lack of adequate promotion of the courses among employers and the reluctance of businesses, particularly small ones, and workers, to have courses in their own time. The second was the short period of instruction — averaging 36 hours. It proposed, therefore, that 'special allocations be made to employ appropriate people to promote the scheme with employers and unions and to devise ways in which employers in small businesses could be encouraged to participate'. Additional expenditure recommended for 1978/79 was specifically designated to allow for the employment of 'promotion' officers as well as some extra program resources.

45. **Implementation** In May 1979, a full-time liaison officer was appointed in South Australia to increase the scheme's promotion and ascertain the optimum operating level. Course enrolments increased from 107 in 1978/79 to 975 in 1979/80, but in mid 1980, the liaison officer position was reduced to half-time. In Victoria, a promotions officer was appointed in 1979 and in 1980 a promotional videotape was produced and formal contacts established with the trade union movement. Though Victorian enrolments decreased in 1979/80, a significant increase occurred in 1980/81. In New South Wales no promotions officer has been appointed and promotional activity is carried out along with other duties by the Program Co-ordinator and a support teacher. Enrolments in New South Wales increased significantly only in 1980/81 as a result of State government authorities' responses to the NSW Equal Opportunity Act. No promotions officers have been appointed in the other States and Territories.

46. In relation to the scheme's second major shortcoming — short course length — some improvements have occurred. In South Australia, employers generally accept 60-hour courses and in 1980 some three-week intensive courses of 90 hours were conducted. In Victoria, though there are still courses of 36 hours duration, average course length in 1980/81 was 46 hours. In New South Wales, the average duration of courses was 54 hours in 1980/81 .

47. Over the three-year period, total annual enrolments have increased steadily with the most significant growth occuring in 1980/81 when enrolments just fell short of the Report's minimum target of 6,000 (see Table 5.4).

48. Although the Report recommended an additional expenditure of up to four times the funds available in 1977/78, actual expenditure in 1980/81 fell short both of total recommended expenditure *and* additional recommended expenditure (see Table 5.5).

**Table 5.4** Courses in Industry: Enrolments

| *State* | *1977/78* | *1978/79* | *1979/80* | *1980/81* |
|---|---|---|---|---|
| NSW | 1,871 | 2,160 | 2,205 | 2,829 |
| Vic | 913 | 893 | 775 | 1,691 |
| Qld | 29 | 21 | 90 | 60 |
| SA | 266 | 107 | 975 | 1,004 |
| WA | 11 | 22 | 30 | 82 |
| Tas | — | — | — | 6 |
| NT | 50 | — | — | — |
| ACT | 47 | 116 | 80 | 72 |
| **Total** | 3,187 | 3,319 | 4,155 | 5,744 |

Source: DIEA

Table 5.5: Expenditure on Courses in Industry

| | *Additional Recommended Expenditure ($'000)* | *Total Recommended Expenditure ($'000)* | *Actual Expenditure ($'000)* |
|---|---|---|---|
| 1977/78 | — | — | 290 |
| 1978/79 | 200 | 490 | 293 |
| 1979/80 | 400 | 690 | 458 |
| 1980/81 | 600 | 890 | 550 |

Source: DIEA (estimates)

### Home Tutor Scheme

49. The Report in *Recommendation 5(e)* proposed extending the Home Tutor Scheme. It observed that 'better co-ordination and training of volunteers by Commonwealth and State adult migrant education service workers will be needed' (para.3.19) and that tutors should be recruited from ethnic communities to overcome the problems of matching tutors and students, particularly in areas of high demand. Additional expenditure of $150,000 was recommended.

50. Prior to 1978, Good Neighbour Councils (GNCs) participated with other organisations in the administration and co-ordination of the Scheme and in Tasmania and the ACT were solely responsible for the Scheme. The Report recommended the cessation of funding for GNCs (*Recommendation 31*) and proposed that 'the Adult Migrant Education Service should expand the Scheme and be responsible for co-ordinating volunteers from ethnic and community organisations' (Appendix 55).

51. **Implementation** Responsibility for co-ordinating the Scheme was transferred during the latter part of 1979 to State AMES in all States and Territories, except South Australia, Queensland and the ACT. In South Australia and Queensland, sole responsibility for the Scheme was transferred to DIEA regional offices and subsequently, in 1981, to State AMES. In the ACT, the Scheme was transferred to DIEA. Actual national expenditure is estimated by DIEA to have been $270,000 in 1980/81.

52. The average monthly student enrolment in the Scheme in 1980/81 was 6,634. This represents a 32% increase from 5,030 in 1977/78. The average monthly number of tutors excluding the ACT, was about 4,775 in 1980/81 (see Table 5.6).

53. AMES report that when the Scheme was transferred, the state of the statistics made it impossible to determine whether tutors on the books were operative. Statistics for the Scheme are now regarded as more reliable but the unreliable base-year figures make it difficult to determine whether the number of tutors has expanded nationally over the three years.

54. All AMES reported waiting lists for tutors, with the most substantial being in Victoria, amounting to 854 at the end of 1981 and New South Wales which averaged 1,097 throughout 1980/81. All AMES reported difficulties in providing tutors in areas of high migrant density, particularly in the western suburbs of both Sydney and Melbourne. They have been unable to attract large numbers of tutors from the ethnic communities.

55. The Scheme's staffing is small. Each AMES employs a full or part-time central co-ordinator for the Scheme and regional organiser networks have been

**Table 5.6:** Home Tutor Scheme: Students and Tutors

| | *Students* | | *Tutors* | |
|---|---|---|---|---|
| *State* | *1977/78* | *1980/81* | *1977/78* | *1980/81* |
| NSW | 2,094 | 2,273 | 1,590 | 1,530 |
| Vic | 1,795 | 2,694 | 1,646 | 2,019 |
| Qld | 405 | 421 | 255 | 336 |
| SA | 202 | 507 | 168 | 300 |
| WA | 277 | 458 | 180 | 391 |
| Tas | 59 | 119 | 50 | 147 |
| NT | 84 | 90 | 100 | 52 |
| ACT | 114 | 72 | 68 | n/a |
| **Total** | 5,030 | 6,634 | 4,057 | 4,775 |

Source: DIEA and State/Territory AMES. DIEA reports an average monthly figure of 324 students for Victoria in 1980/81 and a national total of 4,264.

*Note*

Figures are annual averages of tutors and students involved at the end of each month.

established in some States. These recruit tutors and provide them with support. AMES teachers are utilised on a regular basis to provide training and support programs.

56. A basic teaching kit, prepared in 1977 by the Commonwealth Department of Education, is provided to tutors. Supplementary materials have been developed by AMES teachers and Home Tutor Scheme co-ordinators in some States. AMES report tutor dissatisfaction with the kit and a need for an extensive range of practical materials which can be easily used by tutors.

### Correspondence Course

57. The Report did not refer to the correspondence course. This began in 1949 and has changed little in basic format and content over the past thirty years except for the addition of a short introductory course of six lessons available in different languages in 1978. Enrolments have fluctuated between 1977/78 and 1980/81, as shown in Table 5.7. The effectiveness of the course in improving language skills is unknown.

**Table 5.7:** Correspondence Course Enrolments

| *State* | *1977/78* | *1978/79* | *1979/80* | *1980/81* |
|---|---|---|---|---|
| NSW | 4,021 | 3,244 | 3,444 | 3,947 |
| Vic | 2,308 | 2,410 | 2,221 | 2,102 |
| Qld | 233 | 236 | 335 | 806 |
| SA | 219 | 199 | 178 | 184 |
| WA | 467 | 414 | 304 | 380 |
| Tas | 33 | 24 | 17 | 29 |
| NT | 47 | 56 | 52 | 69 |
| ACT | — | — | — | — |
| **Total** | 7,328 | 6,583 | 6,551 | 7,517 |

Source: DIEA and State/Territory AMES. DIEA reports 344 for NSW in 1979/80 and a national total of 3,451 for that year.

*Note*

Figures are annual averages of enrolments at the end of each month.

58. The course is currently under review by a DIEA working party and some of the materials are to be revised. This is long overdue and it is unfortunate that it has taken so long to eventuate.

### Intensive Courses for Migrant Professionals

59. In *Recommendation 13* the Report proposed a series of special English intensive courses for overseas professionals considering that 'in many areas there are inadequate arrangements for bridging courses which would enable migrants to undertake the additional study necessary to have their qualifications accepted' (para.7.41). The Report noted that 'assessment and evaluation must be undertaken during and at the end of the course to enable a realistic judgment to be made of future approaches' (Appendix 27). A six-month pilot course for 20 students was to be held in 1978/79, at an estimated cost of $80,000, including $44,000 for living allowances, $32,000 for tuition and $4,000 for materials. Two further courses in the next two years were proposed, subject to an evaluation of the pilot course. The total cost was estimated to be $240,000 over the three years.

60. **Implementation** Special intensive courses for overseas professionals began with a single course in New South Wales in 1978/79. Seven additional courses have been held, one in 1979/80, three in 1980/81 and three in 1981/82* (see Table 5.8).

61. There were 1,338 applications for the eight courses of which 202 (15%) were selected. For the seven courses completed by March 1981, tuition and related

**Table 5.8:** Course Statistics

| *Date of commencement and State* | *Total number of applicants* | *Number of persons selected* | *Actual commencements* | *Number completing 80% or more of the course* | *Direct teaching staff, etc.* | *Support staff* |
|---|---|---|---|---|---|---|
| *NSW* | | | | | | |
| April 1979 | 390 | 26 | 23 | 19 | 3 | 1 |
| July 1981 | 140 | 24 | 23 | 14 | 3 | 2 |
| *Vic* | | | | | | |
| June 1980 | 131 | 27 | 27 | 23 | 4 | 2 |
| May 1981 | 273 | 24 | 23 | 18 | 4 | 3 |
| June 1981 | 273 | 27 | 25 | 24 | 4 | 3 |
| *SA* | | | | | | |
| May 1981 | 158 | 26 | 26 | 17 | 4 | 3 |
| *Qld* | | | | | | |
| August 1981 | 106 | 32 | 28 | 26 | 4 | 2 |
| *WA* | | | | | | |
| March 1982 | 140 | 26 | n/a | n/a | 4 | 2 |

Source: DIEA

*Note*
The same group of applicants was considered for the May and June 1981 courses in Victoria.

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* Two three-month courses have also been conducted, but these are not recognised by DIEA as '*Recommendation 13*' courses.

costs (excluding living allowances) totalled $468,755; an average cost per student of $2,520. This is comparable to the cost of a university humanities student for one year. The two shorter courses cost $46,182 at an average cost of $1,026 per student.

62. Although the first course's director submitted reports based on the participant's perception of the course and an analysis of the extent to which individual students met target proficiency levels, DIEA has only recently commenced a formal study of the effectiveness of these courses.

63. In evaluating these courses, consideration is given to three issues:

- the extent to which the target group has been addressed
- the extent of gains in English proficiency
- the extent to which the structure of the program is conducive to assisting overseas professionals gain acceptance of qualifications and hence gain employment.

64. **Target Group** The courses' target group was 'people who have qualified overseas in professional and sub-professional occupations which have substantial public contact'. In practice, as shown in Table 5.9, 41% were engineers, and a further 10% include geophysicists, computer scientists and other applied scientists. Thus, half the students would not normally be regarded as professionals with 'substantial public contact'. Apart from the first course, public contact professions have mainly been represented by medicine and dentistry which provided 29% of all participants.

**Table 5.9:** Professional Background of Participants

| *Professional Area* | *Sydney** | | *Melbourne* | | | *Adelaide* | *Brisbane* | *Perth* | *Total* |
|---|---|---|---|---|---|---|---|---|---|
| | *I* | *II* | *I* | *II* | *III* | *I* | *I* | *I* | |
| Medicine | 9 | 8 | 11 | 7 | | 8 | 7 | | 50 |
| Dentistry | 2 | | 5 | | | 2 | | | 9 |
| Pharmacy | 2 | | 2 | | | | | | 4 |
| Psychology | 1 | | | | | | | | 1 |
| Social Work | 1 | | | | | | | | 1 |
| Nursing | 2 | | | | | | | | 2 |
| Dietetics | 1 | | | | | | | | 1 |
| Economics/ Accountancy | 1 | | | 5 | | | | 7 | 13 |
| Geophysics | 1 | | | | | | | | 1 |
| Engineering | | 9 | 5 | 8 | 25 | 12 | 8 | 16 | 83 |
| Computing | 2 | | | | | | | 3 | 5 |
| Commerce | | | 3 | 3 | | | 2 | | 8 |
| Science | | | | | | 4 | | | 4 |
| Veterinary Science | | | | | | | 1 | | 1 |
| Teaching | | | | | | | 5 | | 5 |
| Agricultural Science | | | | | | | 3 | | 3 |
| Applied Science | | 6 | | | | | 4 | | 10 |
| Drafting | | | 1 | | | | | | 1 |
| **Total** | 22 | 23 | 27 | 23 | 25 | 26 | 30 | 26 | 202 |

Source: DIEA

* Data was unavailable for one student on the first Sydney course.

65. This deviation from the Report's target group is a function of the selection criteria. Apart from the pre-requisite of basic English proficiency, defined as at least ASLPR Level 2, successful applicants have had to be:

- professionals with reasonable employment prospects
- fully qualified and employed in the relevant professional field in their country of origin
- Australian residents for some time, but not more than five years
- not close to the normal retiring age.

Further, they must not have worked in their field in Australia nor have obtained registration.

66. In determining whether a profession had reasonable employment prospects, DIEA sought advice from appropriate organisations. Given the nature of shortages in recent years of people with certain technical skills, a shift away from the original target group was inevitable.

67. **Proficiency Gains** A sample of 83 students from five courses in four States were rated on the ASLPR on entry and exit. An analysis of entry and exit scores shows that 62 (75%) showed an improvement in proficiency, with an average increase of 2.6 steps. Fifteen others (18%) showed no measurable change in proficiency. The remaining 6 (7%) showed a slight decline in proficiency.

68. The range of entry proficiency was considerable, from ASLPR Level 0 through to ASLPR Level 4. Nearly 50% of students were rated at ASLPR 2+ or higher on entry, the proficiency level required for entry into TAFE courses. Proficiency gain was related to entry level. All those at or below ASLPR 1+ made proficiency gains with the average improvement being 4.1 steps. All but one of those showing no measurable proficiency change were at or above ASLPR 2+, and all those showing a decline in proficiency were above this level. Thus while gains are sometimes considerable, the courses were clearly less effective for those with higher entry proficiency.

69. **Course Structure** All courses established a balance between general and specific purpose English, approximating one third to two thirds. A component of the specific purpose English has been a work placement to provide insight into both the professional and social language demands of the Australian workplace. The time allocation for work placement has most commonly been two days per week.

70. In all cases except the most recent course held in Perth, DIEA has initiated arrangements for work placement from Canberra, while leaving the majority of course arrangements to a local committee. Liaison over work placement has proven problematic at times.

71. Staff considered the course structure, which combined general and professional English and a work placement activity, was successful. Problems were however noted in relation to: course endings coinciding with holiday periods when employment prospects were low; difficulties in arranging effective work placements; a lack of evaluation; and problems in finding employment for participants. Many also felt insufficient attention was paid to students' professional qualifications and attitudes towards language learning. Students were very positive about the courses, particularly their formal aspect. There were some concerns, however, particularly about the shortness of courses, the appropriateness

of work placements, and the heterogeneity at entry of the language proficiencies of selected students.

72. **Employment and Recognition of Qualifications** There are no adequate or accurate data currently available on participants' subsequent accreditation and employment. The majority of participants found employment relatively quickly, but it is not known whether this was at a professional level comparable with that they held before coming to Australia. It is known that some students took jobs outside their professional area, at least in the first instance, in order to ensure an income.

73. The pilot program has thus had mixed results. On the one hand, a number of students have increased their English proficiency and there are indications that some obtained professional accreditation and employment. On the other, the program's focus has shifted away from the target of public contact professions.

74. There is also evidence of considerable demand for these courses. However the existing course and funding structure are not appropriate to cater for large numbers. Course costs are high, and it would be difficult to find work placements for considerably increased numbers of students.

### Teacher Development

75. The Report found little attention being paid to employing appropriately trained teachers for adult English-language instruction. Urgent improvements were seen to be needed in both the pre-service and in-service training for teachers.

76. **Pre-Service Training** *Recommendation 6* proposed that the Government 'refer the need for appropriate pre-service education of all adult migrant education teachers to the Inquiry into Teacher Education, with special consideration being made for flexible entry requirements to any proposed education programs'.

77. The Inquiry did not consider this recommendation as it concluded its terms of reference 'directed it to consider the education of teachers in schools and preschools'.

78. Australia's teacher education institutions offer few oppportunities for training teachers of adult migrants. Opportunities at the pre-service level are restricted to a number of institutions providing elective general TESL units and the few institutions which now allow specialisation in the adult English as a Second Language (ESL) area for trainees enrolled in ESL courses. Adult migrant teacher employers recruit their staff from the pool of available trained and registered teachers. Consequently, AMEP staff generally comprise teachers trained to teach ESL to children in schools. Where numbers warrant, AMES themselves provide short pre-service training courses to orient teachers to adult teaching methodology.

79. **In-Service Training** *Recommendation 7* provided for in-service conferences and seminars for all teachers 'including instruction on the use and development of existing and new materials, and feedback into the program for production of materials'. A sum of $240,000 phased over the three years was recommended for this purpose.

80. Reported expenditure of $228,000 is close to the funds recommended in the Report. Funds were, however, primarily expended on OAEP teachers and only a small proportion has been devoted to OGP activity.

81. In the first two years, national in-service conferences were held for senior advisory staff, co-ordinators and teachers-in-charge of migrant education centres. Their purpose was 'to report on and assess professional developments in the On-arrival Program to that time'. Participants were then to organise and contribute to local in-service programs for AMEP teachers. Some State in-service activities did take place.

82. The Report clearly intended that in-service activities should be for all teachers. However, it was not until October 1980 that the first Joint Commonwealth-States Committee advised that greater emphasis should be placed on teacher development at the local level across the AMEP as a whole. This proposal was to be implemented through a national meeting of in-service co-ordinators which would assist in developing guidelines and materials to use in local level training. The first national meeting of in-service co-ordinators was held early in 1981. Guiding principles were identified for teacher development in the AMEP, and the need to set up an information exchange for teacher materials on a trial basis. Participants agreed that the group should meet regularly to co-ordinate in-service programs and exchange information. A second meeting was held in August 1981, and a third in February 1982. Actual in-service activity for OGP teachers remains limited.

### Materials

83. The Report saw a need to develop, and purchase overseas, materials for the AMEP, and recommended an additional $100,000 per year over three years for this purpose (*Recommendation 8*). This was intended to double materials expenditure of the previous 3 years. Total recommended expenditure was $200,000 per year for 3 years and a further $350,000 allocation was made for materials and equipment required to establish the On-Arrival Education Program (*Recommendation 1*).

84. **Implementation** Expenditure on materials development and production exceeded the total recommended allocation of $950,000, amounting, as Table 5.10 shows, to nearly $1.2 million between 1978/79 and 1980/81. Materials have been developed under the oversight of the Joint Commonwealth-States Committee (JCSC) on Professional Aspects of the AMEP, established in 1978. More recently the JCSC has established a National Materials Steering Committee (NMSC) to monitor and co-ordinate the detailed aspects of materials development.

85. Materials developed comprise the Australian Second Language Proficiency Rating (ASLPR) scale; a manual for OAEP teachers; an orientation/information manual for the information component of the OAEP; and two experimental

**Table 5.10** Materials Expenditure

| | *1978/79* | *1979/80* | *1980/81* | *Total* |
|---|---|---|---|---|
| Recommended Expenditure | $250,000 | $300,000 | $400,000 | $950,000 |
| Actual Expenditure | $237,062 | $301,196 | $653,185 | $1,191,443 |

Source: DIEA

resource kits. They are primarily intended for the OAEP and for use of teachers, not for students.

86. OGP teachers adapt OAEP materials for their courses and utilise the limited material developed specifically for OGP courses. This is also primarily for teachers. Material specifically developed for particular courses, including *Recommendation 13* courses, Courses in Industry and ESP courses for nurses, is available and some promotional film material for the Home Tutor Scheme and Courses in Industry have been produced.

87. Further materials are being developed for the OAEP and OGP. To avoid duplication of materials produced in different States and to ensure their effective dissemination, a JCSC committee has examined the possibility of establishing national clearing-house operations for the benefit of the Program. AMES (SA) has established pilot clearing-house operations for one year.

88. State and Territory AMES report that the most urgent need is for student materials in both OAEP and OGP courses. In OGP courses, the particular needs are for student materials, at a range of proficiency levels, aimed at developing the different skills and covering a range of interest areas. There are also needs for self-directed and distance-learning materials. Teacher requirements include instruments to assess students' learning needs, and to evaluate courses, and materials to assist in course design and lesson planning.

## The Report's Mid-term Objectives

89. As has been noted above, the Report's recommendations for immediate changes in the OGP were only a part of its strategy. The other part was action to put the AMEP on an effective long-term footing. This included recognising the permanent nature of the AMEP and, more importantly, providing an assessment of needs going beyond impressionistic judgments usually based on 'demand for largely unadvertised existing courses and other imperfect information' (para.3.27).

90. To give the significance of the AMEP adequate recognition, the Report's *Recommendation 9* provided that the program's permanent nature be given practical recognition by establishing a rolling 3-year program. This has not been done. DIEA has advised this Evaluation that the Department of Finance is being consulted about the implementation of this recommendation.

91. In many respects the key to determining needs was the Report's *Recommendation 10* which proposed that:

> An additional sum of $0.4m over eighteen months should be used by the Department of Immigration and Ethnic Affairs to survey the needs of migrants for English language teaching and to collect information from which future program development can proceed.

92. This survey was to be completed by the end of 1980, a timing which in the Report's view would dovetail with the first impact of its new Initial Settlement Program and supply the basis for program and estimate adjustments.

93. The implementation of this recommendation departed substantially from the original timetable. DIEA considered a more effective approach would be to conduct a number of surveys and studies over the three years and the Government accepted this in November 1978. Subsequent changes in procedure for oversight

of projects at the State level and delays in preparing research briefs slowed down progress. The assessment of AMEP development following implementation of *Recommendation10* has not eventuated.

94. At the time of writing, the only study of English-language needs funded by *Recommendation 10* and available to this Evaluation, was the DIEA survey at Parramatta. DIEA, however, reports 'steps are now being taken to bring together the research program and evaluation activities into an integrated action research type approach'. DIEA expects to be able to release the majority of the studies throughout 1982.

95. Twenty-three studies have been funded under *Recommendation 10* comprising:

- demographic analyses, conducted in Sydney, Melbourne, Brisbane, Adelaide, Perth and Hobart, and in the ACT
- intensive studies of English-language needs in high migrant density communities
- development of course content and methodologies for evaluating course effectiveness: including developing the ASLPR; a methodology for evaluating on-arrival courses; and a study of adult second language acquisition
- assessment of program support needs, comprising studies of child- care needs within the AMEP, and the needs of disabled migrants.

96. The third major element of the Report's longer range approach was embodied in *Recommendation 11*.

> The Commonwealth, in consultation with the States, should assess the need for a formal agreement under the *Immigration (Education) Act* to recognise the separate Commonwealth and State responsibilities for teaching English to migrants and to provide for the collection and analysis by all governments of information necessary for planning and evaluation.

97. DIEA acknowledges the need for an agreement recognising Commonwealth and State responsibilities for teaching English in this area. All State and Territory AMES except Queensland, have reported that such an agreement is still needed.

98. Such an agreement has not been concluded and the data on which to evaluate past actions and plan for the future of the AMEP is lacking. Although this Evaluation has attempted, with occasional success, to acquire and process scattered and fragmentary information, in many cases the data is simply not available. The most basic elements necessary to effective planning have not been collected on a systematic basis. Information on student numbers, course numbers, formats, staff:student ratios, student entry and exit proficiency is deficient.

99. Moreover, the picture that can be constructed on the basis of limited information and impressions is inadequate to formulate an effective policy for adult migrant education. In this environment, the basis of policy amounts to negotiations about notional levels of activity essentially based on the previous year's financial allocations. This is not conducive to targetting on needs, to monitoring effectiveness, or to an appropriate capacity to adjust provisions and programs. In this respect, the situation has not improved over the past decade.

## The Current Relevance of the Report's Objectives

100. As has been noted, the Report's strategy for the AMEP embraced a number of objectives designed to meet the short and medium term requirements of improving the English proficiency of adults from non-English-speaking backgrounds. The short-term objectives were establishing the OAEP; pilot courses for overseas professionals and sub-professionals; improving and extending OGP courses; and materials and teacher development. These objectives were based on a commonsense approach to adult migrant education and needs, at the particular stage the Report was brought down. At the same time, the Report had mid-term objectives of establishing mechanisms for determining needs and evaluating the development of the OGP through Commonwealth/States agreements on data collection and conducting a survey on migrant needs.

101. This Evaluation considers most of these objectives still remain valid, as do many of the specific recommendations made to realise them.

102. In relation to the mid-term objectives, the need for an adequate data collection system and survey of needs together with a re-appraisal of program activities on the basis of this data is not only relevant but has become even more pressing.

103. The majority of the research studies are incomplete. There has been no agreement reached on the collection of necessary data for program evaluation and monitoring. The data available is clearly inadequate. Indeed, the Evaluation finds that it has to echo the words of the Report when it observed:

> Commonwealth and State governments have co-operated with the Review in providing information on the program. We are not satisfied that the information at present available on expenditure and costs, number of students and teachers, or on English language skills, is sufficiently accurate or up to-date for planning and evaluation purposes. To provide a reliable estimate of the cost per student for each activity is impossible . . . (para.3.25) . . . we have found no mechanism by which the needs of migrants for learning English may be continuously assessed or by which methods and schemes to meet the existing and changing needs of migrants may be developed, co-ordinated and implemented. In the past, judgments on needs for English language teaching appear to have been made on the basis of demand for largely unadvertised existing courses and other imperfect information. We believe such information provides only a partial picture, and an unsatisfactory one once it is accepted that a regular and comprehensive statement of the needs for English language teaching provides the only sound basis from which a consistent approach to the whole program and the detailed content of the courses can be developed (para.3.27).

104. The need to establish the AMEP on a more permanent basis through providing funding on a rolling three-year basis remains, and progress on enhancing pre-service training for adult migrant education teachers is still very limited.

## Conclusions and Recommendations

105. Some progress has been made towards the Report's short-term objectives. The OAEP has been established as a major component of the AMEP, and it has made a number of achievements. This has involved substantial commitment of resources and effort, and in the past four years the thrust has been toward the OAEP, while the equally important OGP has been neglected. This is evident in financial provision, enrolments and professional support activities.

106. On-arrival courses now account for 41% of the total AMEP budget but only 13% of the enrolments. Increased provision of language instruction and basic information to the newly arrived is required and recommendations have been made to achieve this end. Equally there is a need to establish a more appropriate balance between the two phases of the Program.

107. Courses for professionals and sub-professionals were regarded as an experiment by the Report. The courses run to date have achieved some success. There are however basic questions about their place within the AMEP. The courses have two objectives — to improve English-language proficiency and, by so doing, assist students obtain recognition of their qualifications.

108. In relation to the first, this Evaluation considers that English-language courses for people at this level of proficiency should be met through TAFE by English for Specific Purposes courses. In relation to the second objective, professional bridging courses should be provided by tertiary institutions offering relevant professional programs and this is drawn to the attention of the Committee of Inquiry into the Recognition of Overseas Qualifications.

109. Other areas have seen far less progress. In-service activities and materials development have focused on the OAEP while the OGP has made little advance over the past four years. There has been some progress in restructuring individual components of the OGP, although the data the Evaluation has been able to collect suggest that more needs to be done.

110. In order to realise the objective of improving the effectiveness of the OAEP, a number of short-term initiatives are necessary. There is a need to establish an adequate computer-based student record system, and to identify State and Commonwealth responsibilities in the management and administration of the Program. At the same time, program evaluation and teacher and materials development needs should be met. Finally, some course activities currently funded under the AMEP should be redirected to TAFE, so that AMEP resources can be directed towards those most in need. In the mid-term, a broader review of the AMEP is required, but this cannot take place until the effects of the short-term initiatives can be assessed, and an adequate information base for planning is established.

111. **Student Records** While the AMEP will vary in different States and Territories as it responds to learners' different and changing needs, current variations do not necessarily reflect the Program's response to student needs so much as administrative and organisational differences between States. Improved information about student needs is required, as well as a consistent application of procedures, entitlements and guidelines between States.

112. **Computer-Based Record System** Without a reliable and uniformly applied measure of language proficiency it is impossible to effect a needs-based system of admission to language instruction courses; to develop courses in response to those needs; or to determine their relative effectiveness. Without the aid of computerised enrolment records, there is no realistic way of coherently responding to learner needs through the different program activities; of determining how many individuals are assisted through the Adult Migrant Education Program; and the extent of use by each individual of the different course provisions.

113. Some of these matters were considered in the Institute's *Review of the On-Arrival Education Program*. The Institute recommended a need to review the use

of the ASLPR and the need for the development of a computerised data base for individual student records. On the basis of a full examination of both the OGP and OAEP, this Evaluation reiterates these views and recommends that:

> *The Joint Commonwealth-States Committee should review the present use of the Australian Second Language Proficiency Rating scale with a view to introducing, as soon as possible, the scale's use in all States and Territories to rate students' proficiency on entry to, and exit from, all classroom-based courses.*
>
> *The Department of Immigration and Ethnic Affairs, in association with State Adult Migrant Education Services, should establish a uniform system of computer-based student records to be used for all courses and activities conducted within the Adult Migrant Education Program from 1983/84 onwards.*

114. A computer-based system would have three components: the computer system, programs to manage and retrieve the data, and data preparation. Computer systems currently used by State Education Departments could be utilised for this purpose at no additional capital cost. Similarly, data processing costs should be met by the re-direction of resources currently used in the manual system. However, a computer program will need to be developed, at an estimated cost of $75,000. This expenditure should be met from savings on the OGP outlined below.

115. **Commonwealth/State Responsibilities** Progress on assessing the need for a formal agreement between the Commonwealth and States on responsibilities for teaching English to migrants and the collection of data on course activities and outcomes has been slow. In the course of the Institute's earlier *Review of the On-Arrival Education Program*, considerable concern was expressed over the lack of clarity in the allocation of administrative responsibilities, and State AMES 'felt that administrative decision-making was too centralised in the Central Office of DIEA'.

116. DIEA has established a project team 'to undertake consultations with States with a view to rationalisation of the present information collection arrangements, improving data coverage and simplifying present reporting procedures'. This initiative is welcome, but is only part of the action necessary to resolve continuing uncertainty over administrative arrangements. State AMES report an urgent need to obtain clarification of responsibilities, and consider that control of actual expenditures is too detailed. However, reporting by AMES on expenditures and activities on different program components is of equal concern.

117. Action is overdue in this area, and it is therefore recommended that:

> *A Joint Commonwealth-States Consultative Committee on the administrative aspects of the Adult Migrant Education Program should be established immediately. It should be composed of appropriate Commonwealth representatives and representatives from each of the States.*
>
> *This Committee should be consulted on the terms of appropriate agreements on administrative responsibilities within the Program for consideration by the respective Commonwealth and State Ministers. Thereafter, the Committee should be responsible, in the light of the agreement, for advice on:*
>
> - *the development and adoption of the most appropriate techniques of financial management, accounting and control including the definition of the most appropriate accounting/reimbursement period, and the extent to which delegation of financial authority might be conferred on state officers, all to be consistent with appropriate standards of public accountability*
> - *the definition, collection and maintenance of managerially-oriented data to be collected on a uniform or comparable basis, including: student numbers; teacher numbers; numbers and types*

*of courses; course lengths; course enrolments; course withdrawal and attendance rates; teacher:student ratios; course costs; student entry and exit proficiency ratings*

- *promotion of Adult Migrant Education Program provisions to priority target groups.*

118. **Program Evaluation** A central component of the Report's objectives that requires immediate action is an adequate approach to program evaluation. This Evaluation considers that the results of the studies commenced under *Recommendation 10* are not only substantially delayed, but are also unlikely to provide the levels of detailed understanding of need and demand for English-language teaching and of the characteristics of the target groups that should be addressed. This activity can more effectively be carried out at a State level, rather than through DIEA Central Office.

119. At the same time, effective program evaluation requires that teachers, at the outset of courses, set objectives based on an assessment of student needs in all classroom-based courses. These objectives can be used as a basis for assessment of student progress and for certification at course completion. This information will provide the data base necessary to plan future course provisions. State AMES should institute systems for program evaluation in order to evaluate the effectiveness of different courses; to assist in course development; to assess program needs and to implement these into an integrated needs-based program. Accordingly, it is recommended that:

*Each AMES should establish one or more positions for program monitoring and evaluation purposes, using funds provided through the On-Arrival Education Program funding formula.*

120. It would seem appropriate, as this activity encompasses both the OGP and the OAEP, that funding currently provided for course design positions through the OAEP should be used for this purpose.

121. **Materials** The development of teaching materials for the OAEP has provided a general source to be drawn on by teachers, and to a certain extent can be utilised in other parts of the AMEP. However, these materials are intended for English teaching for settlement and are teacher-oriented. The Institute examined OAEP materials in its *Review of the On-Arrival Education Program* and reported that teaching materials thus far developed for the OAEP are intended primarily for the use of teachers and not for students' (1981, p.25). It considered that the existing shortage of appropriate learner materials could only be seen 'as a serious barrier to student progress in English'. It recommended that such materials for OAEP students be urgently prepared and produced.

122. While the development of materials should continue to be guided by the National Materials Steering Committee, the major part of materials development activity should occur at State level, using practising teachers. This will facilitate the integration of teacher and materials development programs and teacher induction courses, so that resource materials are produced by teachers, who at the same time are familiarising themselves with these materials and the ways in which they can be used. Accordingly, it is recommended that:

*An additional $250,000 per year should be provided for course, teacher and materials development within the On-Going Phase of the Adult Migrant Education Program over the next three years.*

*Course, teacher and materials development should be conducted primarily at State level under the broad guidance of the Joint Commonwealth States-Committee on the Professional Aspects of the Adult Migrant Education Program.*

On the basis of current levels of expenditure of some $730,000 on materials and teacher development, this would represent a 34% addition in real terms.

123. **Home Tutor Scheme** While there has been some increase in enrolments in the Home Tutor Scheme over the past 3 years, there is still evidence of unmet demand particularly among migrant women at home. There are long waiting lists in every State, and support for the Scheme was found during community consultations conducted for the Evaluation. However, there are few staff employed in the Scheme and this creates problems in recruiting additional tutors, and limits support to those already working. Accordingly, this Evaluation recommends that:

> *Over the next three years, $150,000 should be allocated to the Home Tutor Scheme, to be used for the employment of an additional co-ordinator in both Victoria and New South Wales.*

124. **Technical and Further Education** The focus of the AMEP has been to provide courses in English-language to ensure that migrants are not disbarred from using the services and programs provided for all the Australian community. In order to ensure that the AMEP is linked into the educational system, DIEA has formally aimed AMEP courses at increasing English proficiency sufficiently to allow bridging into TAFE courses. The Evaluation endorses this view and concludes that some components of the AMEP would more appropriately be provided through TAFE institutions.

125. In 1979, the Committee of Enquiry into Education and Training recommended that access to technical and further education courses should be widened through increased provision of bridging, remedial and recurrent education courses for groups with special needs (R.7.22). More recently, the Technical and Further Education Council acknowledged in its advice to the Commonwealth Tertiary Education Commission that under-utilisation of TAFE by various groups, including migrants, was still evident. The Council indicated that it would 'continue to encourage States to use recurrent funds to broaden the range of courses offered in TAFE which cater for the needs of special groups in the community', including 'basic literacy and numeracy, English as a second language, and social, vocational and education re-orientation programs for migrants' (1981, paras 5.39-5.41). The TAFE Council also welcomed the Departments of Labour Advisory Committee (DOLAC) working party recommendation in 1980 that additional provision be made in Australia for the training of skilled tradesmen, preferably by means of 'broadly based' courses to increase occupational flexibility in a time of rapid technological change. It saw this as consistent with its own policy for 'expansion and development of retraining, refresher and recurrent education courses' (1981, paras 3.18, 3.30, 3.34).

126. In these circumstances, it is disappointing that no explicit recognition of, or provision for, adult migrant education was given by the TAFE Council in its Advice for the 1982-84 triennium. Although courses have occasionally been conducted as part of the 'particular purpose' grant scheme (1981, paras.9.46, 9.47(c)) they were not acknowledged as a priority area in the allocation of $18.7m under this scheme in 1982, nor within the general purpose recurrent grant of $59.4m (CTEC 1981, p.71).

127. Ultimately these courses should be provided as part of the general TAFE program wherever sufficient community demand exists. However, in recognising that in the transition from the Adult Migrant Education Program they will represent a change in current TAFE provision, the Evaluation considers they should be supported initially through the TAFE particular purpose grant scheme. Subsequently, in the 1985/87 triennium, funds for the program should come from the general purpose recurrent grant for TAFE. Accordingly, it is recommended that:

> *Priority for use of 'particular purpose' TAFE funding should be given to advanced English-language instruction for specific purposes for migrants. Support should be provided at a level of 15% of the allocation in this area: this being $2.81m in 1982/83.*

128. Courses for professionals under *Recommendation 13* are expected to cost $499,000 in 1981/82. In addition, advanced courses in the full-time and part-time formats of the OGP are very conservatively estimated by this Evaluation to cost $700,000. Net savings should therefore be $1.20m per annum. However, offset against this saving is $250,000 additional expenditure recommended on materials and teacher development; $150,000 for additional Home Tutor co-ordinators; and $75,000 on program development for the computer database for student records. Total net savings resulting from the Evaluation's recommendations will therefore be $825,000 in the first year, and $900,000 in each of the following two years, a total net saving of $2.63m.

129. This transfer of responsibility for advanced courses, including courses for professionals already mounted under *Recommendation 13* will achieve the result of increasing migrants' access to general courses more appropriate to their needs. At the same time, while making a saving in terms of OGP expenditure, which will be partly directed towards increasing expenditure on materials and staff development, a significantly increased number of places will be opened up within TAFE for migrants.

130. **Program Review** The recommendations made above should establish a firm basis for assessing the effectiveness of current provisions, the nature and extent of English-language needs, and the capacity of the Program to meet the priority concern to establish a basic proficiency in English. Accordingly, there should be a formal and systematic review of AMEP activities and future development in order to establish a firm basis for activity and growth. At that time, the need for additional funding for the AMEP should be examined. The Evaluation recommends that:

> *A formal review of the Adult Migrant Education Program should be conducted by the end of 1983, using data generated for management and evaluation purposes, to plan future development and activity.*

# Financial Appendix

(a) The Report made a number of recommendations for developing the specific on-going phase of AMEP (*Recommendation 5*). These were:

- increasing the number of full-time and advanced courses at an estimated additional cost of $1m
- increasing the number of courses in industry, at an estimated additional cost of $1.2m
- developing the Home Tutor Scheme at an additional cost of $150,000.

(b) The Report also recommended a new program of intensive courses for professionals, to cost $240,000.

(c) Total expenditure on the On-Going Program in 1977/78 was $9.83m. On the basis of extending this expenditure over the following three years and adding the recommended additional expenditure of $2.59m, total recommended expenditure for the three years 1978/79 to 1980/81 was $32.09m. At the end of the three years, as shown at Table 5.11, actual expenditure was $38.89m.

(d) Considerable difficulties were experienced in relation to examining expenditures as the collection and reporting of financial data does not distinguish between some program components. This problem is further compounded by the absence of detailed data on staff numbers and class sizes. As a result, the financial implementation of the Report's recommendations to increase expenditure on some programs and change the financial approach in others are either effectively impossible to examine, or remain unclear. Action is being taken to improve the on-going costing system.

(e) **Full-time and advanced courses** The Report recommended an additional expenditure of $1m on full-time courses and part-time advanced courses. DIEA figures on total expenditure for these courses are not available for 1977/78 to 1979/80, and it was not possible to conclude whether the recommendation was implemented in financial terms.

(f) **Courses in Industry** The Report proposed additional expenditure of $1.2m over the three years. Expenditure in 1977/78 was $290,000, and total recommended expenditure based on three years at that rate plus the additional amount was therefore $2.07m between 1978/79 and 1980/81. DIEA reports actual expenditure of $1.30m against the $2.07m.

(g) **Home Tutor Scheme** The Report proposed additional expenditure of $150,000 on the Home Tutor Scheme. DIEA is unable to provide details on expenditure on this program for the period 1977/78 to 1980/81, and it is not possible to conclude whether the recommendation was implemented in financial terms.

(h) **Intensive Course for Professionals** The Report recommended a six-month pilot course in intensive English for overseas professionals in 1978/79, and two further courses, one in 1979/80 and one in 1980/81. Funding in the second two years was subject to an evaluation of the pilot course. The Report estimated costs of $240,000, comprising $130,000 in living allowances for 6 months for 60 students for three courses; $100,000 in tuition fees; and $10,000 for books, materials, etc. One course was held in 1978/79, a second in 1979/80, three in 1980/81 and provision was made for three courses in 1981/82. Approximately 165 students have taken the seven courses completed to date. Actual expenditure for the seven courses has been $615,000 ($507,000 in tuition fees, and $108,000 in living allowances). The total cost has been more than twice the figure recommended, and expenditure on tuition per course has been at twice the level recommended.

(i) **Teacher Development: In-service Training** Expenditure of $240,000 was recommended over the three years on in-service conferences and seminars for all teachers. Actual expenditure over the period was $228,000. In the first 2 years, the Commonwealth organised a conference for AMEP Co-ordinators on the OAEP, and subsequently States submitted individual proposals for their own conferences. In the third year of the program, 1980/81, States were invited to submit proposals for Commonwealth funding.

(j) **Materials and Equipment** The Report's recommended additional expenditure on developing and purchasing materials and equipment included funds specifically for these items under the proposed new on-arrival program ($350,000 over the three years) and for materials under the on-going program ($300,000 over the period). Total recommended expenditure for the three years was thus $1.568m compared to actual expenditure of $2.209m, including $1.018m for equipment and $1.191m for materials.

(k) **Studies and Research** The final AMEP recommendation was for surveys on the needs for English language teaching, and the collection of information to assist further program developments. These were to be undertaken over eighteen months and the recommendation anticipated a total expenditure of $400,000, to be spent in the first two years. The Government agreed in May 1978 to extend the phasing of expenditure over 3 years while still maintaining total expenditure of $400,000. Actual expenditure has been $284,000, the majority of expenditure occurring in the third year.

**Table 5.11** English Language and Associated Teaching for Adult Migrants: Recommended and Actual/Assessed Expenditure

| *Item and Recommendation Number* | *1* *1977/78 Expenditure* *$'000* | | *2* *Recommended Additional Expenditure 1978/79-1980/81* *$'000* | | *3* *Total Recommended Expenditure 1978/79-1980/81* *$'000* | | *4* *Actual/ Assessed Expenditure 1978/79-1980/81* *$'000* | | *5* *Difference: Actual and Total Recommended Expenditure* *$'000* |
|---|---|---|---|---|---|---|---|---|---|
| *On-Arrival Education Program* (1[f]) | | | | | | | | | |
| • Tuition Costs | 886 | | | 2,840 | 5,498 | | 13,343 | | |
| • Living Allowances | 483 | 1,369 | | 4,400 | 5,849 | 11,347<br>(23.5%) | 11,881 | 25,224<br>(36.0%) | +13,877 |
| • Information Component | — | | | — | | — | | 702<br>(1.0%) | +702 |
| *On-going Education Program* (5) *(including Professional English Courses (13))* | | | | | | | | | |
| • Tuition Costs | 8,089 | | 2,590 | | 26,857 | | 32,475 | | |
| • Living Allowances | 1,745 | | — | | 5,235 | 32,092 | 6,411 | 38,886 | +6,794 |
| | | 9,834 | | 2,590 | | (66.4%) | | (55.5%) | |
| Materials & Equipment (1[g]&8) | | 306 | | 650 | | 1,568<br>(3.2%) | | 2,209<br>(3.1%) | +641 |
| Teacher Development (7) | | | | 240 | | 240<br>(0.5%) | | 228<br>(0.3%) | −12 |
| Studies and Research (10) | | | | 400 | | 400<br>(0.8%) | | 284<br>(0.4%) | −116 |
| General costs on AMEP including child-care facilities | | 911 | — | | | 2,733<br>(5.6%) | | 2,572<br>(3.7%) | −161 |
| **Total** | | $12.420m | | $11.120m | | $48.380m<br>(100%) | | $70.105m<br>(100%) | +21,725m |

*Notes*

Column 3 is calculated on the basis of 1977/78 expenditure being maintained over the 3 years 1978/79-1980/81, plus the 3-year additional expenditure as recommended by the Report (Column 2).

This table includes expenditure details on the On-Arrival Education Program and also materials and equipment originally considered by the Report under the Initial Settlement Program.

CHAPTER 6

# Child Migrant Education Program

*Further development of the Child Migrant Education Program. The number of teachers of English as a second language. Staff:student ratios. Children receiving assistance. The national survey. Recruitment and training. Materials development. Data collection. Conclusions and recommendations.*

1. Major recognition by school systems of the needs of migrant children for special English-teaching provisions was slow to develop. It was not until the 1960s that a few States began responding to these needs and Commonwealth involvement in English as a Second Language (ESL) teaching provisions formally commenced in 1971 with the establishment of the Child Migrant Education Program (CMEP).

2. The CMEP provides funds for special English teachers, administrative and supervisory staff, and ancillary costs for teaching English to migrant children in groups withdrawn from normal classes. Additional funds for refugee children were made available in 1975 through a Refugee Contingency Program. In 1976, the Schools Commission became responsible for the CMEP; extending funding for ESL teaching into regular classes; and for adapting school programs and operations to migrant students. The CMEP, with an allocation of $26.1m in 1978, was the largest migrant program examined by the Report.

3. The Report found that real CMEP expenditure had remained fairly constant since 1976. Noting research suggesting migrant children faced difficulties in reading and literacy tests, in participating in normal classroom activities, and in receiving ESL assistance, it concluded that there were significant unmet needs in the area.

4. The Report regarded this situation with great concern since 'the implications of difficulties with English remain with some students throughout their lives and limit their ability to participate in more advanced studies, subsequent employment and community activities' (para.3.4). Considering that this situation should be remedied urgently, it proposed in *Recommendation 3* that:

> An extra $10m should be provided over the next three years to government and non-government school systems for the teaching of English as a second language, the funds to be distributed so as to reflect the needs of children of non-English-speaking background in different areas.

5. At the same time, the Report emphasised that inadequate information prevented it from specifying 'exactly where additional funds are needed and what activities already carried out in the school systems may be worthy of support' (para.3.12), and that it was 'unable precisely to assess the extent of need or locate the most needy groups'. On the available evidence it considered that 'funds might

need to be doubled if all existing needs were to be met [and] as more precise information becomes available the Government may see the need to increase expenditure even further' (para.3.8).

6. The Report found the Schools Commission lacked readily available, relevant and accurate data in this area. While noting the Commission's lack of statutory power to acquire information from the States and the need for sensitivity in Commonwealth-State relationships, it described the prevailing situation as 'quite unsatisfactory'. Its view was that 'the burdens of collecting and analysing financial and education information are far outweighed by the potential benefits in improvements to and increased effectiveness of programs and efficiency in administration' (para.3.12). Accordingly, *Recommendation 4* provided that:

> The allocation of the additional funds proposed for the teaching of English as a second language (and 'multicultural' education) be accompanied by the establishment of a Commonwealth-State working party to advise governments on arrangements for the collection and analysis of financial and educational information for planning and evaluation purposes; and consideration be given to the inclusion in the States Grants (Schools) legislation of such arrangements.

7. In light of the limited information on areas of need, and anticipating more precise information becoming available through implementation of *Recommendation 4*, the Report recommended the proposed additional expenditure be phased in gradually with $1m added in the first year, $2m in the second, and $3m in the third year.

8. Concerns about inadequate information were underscored by the Government when the Report was tabled. The summary of Government Initiatives noted that:

> The lack of relevant, accurate and up-to-date information available to the Schools Commission from government and non-government schools made the Galbally Review's task difficult. It was unable to precisely assess either the level of need or the effectiveness of Commonwealth funding for English language teaching in schools.
>
> To remedy this deficiency the Government will be seeking to establish a Commonwealth/State working party to advise on arrangements for the collection and analysis of financial and education information for planning and evaluation purposes.
>
> As more information on needs become available we will need to assess whether our $10.0m is sufficient. We may need to provide even more over the three years.

## Implementation

9. Through *Recommendation 3* the Report sought to increase CMEP funds to direct greater resources to those most in need. The extra $10m funds were to be used to:

- increase the numbers of special teachers
- improve the training of special teachers of English and train classroom teachers in meeting the special needs of children of non-English-speaking backgrounds
- improve the production and distribution of teaching materials particularly to encourage further use of 'normal class' methods (as well as withdrawal into special classes) in meeting language needs.

10. The issues involved in evaluating the implementation of *Recommendation 3* include: the degree to which expenditure levels and funding distribution were

**Table 6.1: Child Migrant Education Program Expenditure**

| *Year* | *Recommended Additional Expenditure ($'000)* | *Supplemented Additional Expenditure ($'000)* | *Total Expenditure ($'000)* |
|---|---|---|---|
| 1979 | 1,000 | 1,099 | 29,921 |
| 1980 | 3,000 | 3,607 | 35,567 |
| 1981 | 6,000 | 7,985 | 43,521 |
| | 10,000 | 12,691 | 109,009 |

Source: Schools Commission

consistent with those specified; the extent to which funds have been expended for the purposes specified, including increasing the number of ESL teachers, improving the training of both ESL and regular classroom teachers on ESL methods, and improving the production and distribution of materials. Further, it is necessary to consider the degree to which migrant children's needs for English language assistance are being met through the CMEP both by the extent of coverage and by the ability of the program to improve proficiency.

11. **Expenditure** As expenditure on schools is on a calendar year basis, the implementation of *Recommendation 3* commenced in 1979. Expenditure in 1978 was taken as the base on to which the additional funds were to be added. Over the period, CMEP expenditure increased from $27m in 1978 to $43m in 1981. As shown in Table 6.1, an additional $10m was allocated to school systems in Australia in the three calendar years 1979-1981, and was distributed in the ratio 1:3:6 over the three years, as recommended.

12. While the additional funds resulting from the Report provided an increase in real terms, as was intended, they were the only source of real increase in the program over the period. Indeed the CMEP has not increased at the same rate as general funding to schools, and has constituted a declining percentage of total general recurrent grants.

13. Some State education authorities have reported dissatisfaction with the lack of effective Commonwealth control over CMEP funds. One State education authority reported in 1980 that:

> All Schools Commission funds are paid into State Treasury and, at the time that the Education Department's budget is prepared, the anticipated grant is taken into consideration and a number of teacher salaries is requested for Multicultural Education staffing.
>
> This number is then included in the Department's total teacher headcount.
>
> Once established this staff ceiling is absolute and no injection of additional funds even from Commonwealth sources can be used to employ extra teachers, except at the expense of teachers in any other areas.
>
> Since Schools Commission funding is granted on a calendar year basis and the State budget estimated for a financial year it is not uncommon for the State to be notified about increased funding after its budget and staff ceiling have been irrevocably set.
>
> The only way then that the State can acquit the Schools Commission funds is by debiting existing State funded salaries (eg. Language Teachers) against the Schools Commission funds. This means that the State saves money but still cannot employ extra teachers and no positive benefit is reaped.

14. It was considered the Commonwealth Government should stipulate that Commonwealth monies allocated for the purpose of supporting migrant and

multicultural education be regarded as additional to the States' budgets for education and be accounted for accordingly. Another authority pointed out that at that time the most clearly identifiable Commonwealth Child Migrant Education funding at State level was that provided under different arrangements through the then Refugee Contingency Program for children.

15. Under current arrangements the English as a Second Language Program includes two components, the Child Migrant Education Program (now known as the General Support component) and the New Arrivals component — formerly the Refugee Contingency Program — transferred from the Department of Education and expanded to cover all new arrivals. Education authorities under the New Arrivals component are allocated funds based on the estimated child migrant intake. Funds are allocated on a per capita basis of $750 per child, for six months' instruction.

16. **Distribution of Funds** The Report indicated that funds were not distributed to States in proportion with the distribution of children of non-English-speaking background (NESB). As Table 6.2 shows, allocation of the additional funds has progressively reduced imbalances between States. All States have received increased funds, but there has been a steady reallocation from Victoria and Tasmania to the other States. On the basis of a 1980 national survey of NESB children, adjustments are still required to achieve balance (see Table 6.2).

17. The allocation of CMEP funds between the government and non-government school sectors has changed only marginally since 1977. In 1981, 28.5% were distributed to the non-government schools while the 1980 survey found 30.5% of children from non-English-speaking backgrounds attend a non-government school.

18. Much of the information necessary for assessing the CMEP is not available from the Schools Commission, including the number of ESL teachers funded by the Commonwealth and the number of children receiving ESL assistance. The Evaluation made use of reports from school authorities supplied for the Institute's *Review of Multicultural and Migrant Education*, together with additional information provided for the Evaluation to update those reports in the light of changes since 1980. Existing surveys and studies of ESL provisions in schools were utilised where relevant. A survey on the Provision of English Language Teaching in Schools (PELTS) was also conducted to gain some insight into the

**Table 6.2:** Percentage Distribution of Child Migrant Education Program Funds, by State

| *State* | *1977* % | *1978* % | *1979* % | *1980* % | *1981* % | *Students of non-English-speaking background* % |
|---|---|---|---|---|---|---|
| NSW | 33.45 | 34.46 | 34.94 | 35.69 | 35.46 | 37.59 |
| Vic | 46.32 | 43.54 | 42.37 | 40.71 | 38.35 | 37.70 |
| Qld | 2.47 | 3.32 | 3.80 | 4.38 | 5.46 | 6.34 |
| SA | 9.17 | 9.87 | 10.05 | 10.30 | 11.42 | 8.90 |
| WA | 7.15 | 7.42 | 7.50 | 7.65 | 8.11 | 8.21 |
| Tas | 1.44 | 1.39 | 1.34 | 1.27 | 1.20 | 1.26 |
| **Total** | 100 | 100 | 100 | 100 | 100 | 100 |

Source: Schools Commission

Table 6.3: Respondents to the PELTS Survey

| *System* | | *Queensland* | *South Australia* | *Victoria* | *Total* |
|---|---|---|---|---|---|
| Government | Principals | 6 | 14 | 30 | 50 |
| | Teachers | 12 | 23 | 19 | 54 |
| Catholic | Principals | 4 | 8 | 17 | 29 |
| | Teachers | 3 | 10 | 16 | 29 |
| **Total** | | 25 | 55 | 82 | 162 |

Program's operation at the school level in a random sample of government and Catholic primary and secondary schools in three States: Victoria (high migrant density), South Australia (medium) and Queensland (low). Details of respondents are given in Table 6.3.

19. **The number of ESL teachers** The Report noted that in December 1975, 1,970 equivalent-full-time ESL teachers were employed under the CMEP. National data on the number of ESL teachers currently funded under the Program is not available. School authorities made some data available to this Evaluation, which suggests an increase in ESL staff over the period since the Report (see Table 6.4). However, it is incomplete and it is difficult to relate the data directly to changes in funding. In some States, changes have been markedly higher or lower than the changes in CMEP funding would indicate.

20. **Staff:Student Ratios** Some State education authorities were able to supply information on ESL staff:NESB student ratios. The Education Department (WA) reported an ESL teacher:student ratio of 1:462 in 1980. The ACT reported an ESL staff:student ratio of 1:156. However, since NESB children may or may not be receiving assistance, these ratios are not very useful.

21. On the basis of the Schools Commission's 1980 national survey of NESB children and ESL teacher figures reported by school authorities for 1980, the national ratio of ESL teachers to children of non-English-speaking background would appear to be about 1:217. Using the Evaluation's analysis of the same data to exclude those children who speak English at home, provides a national teacher to student ratio of 1:163.3. These figures suggest a satisfactory level of national provision of ESL teachers, but there is insufficient knowledge about the use of such teachers and levels of need to allow any definite conclusion.

22. Staff resources and the provision of advisory and consultancy services and in-service programs in government school systems are usually administered by the Child Migrant Education Branch of each State Education department. Although broad policy and funding for the Child Migrant Education Program is centrally administered, in all other respects the program is school-based. Likewise, in the Catholic school system, administration is centralised except that schools in most cases have complete autonomy in the appointment of teachers, in keeping with the system's philosophy of granting as much autonomy as possible to individual schools. This autonomy extends in some cases to the employment of ESL teachers through general recurrent grants.

23. The allocation of ESL teachers to individual schools may be on the basis of a formal submission outlining the need for and use of an ESL teacher, or

Table 6.4: Number of Equivalent Full-time ESL Specialist Teachers and Advisers

| | *1976* | | *1980* | | *1982* | |
|---|---|---|---|---|---|---|
| *State* | *Teachers* | *Advisers* | *Teachers* | *Advisers* | *Teachers* | *Advisers* |
| *New South Wales* | | | | | | |
| State | 482 | 10 | 670 | 21.4 | 750 | 21 |
| Catholic | 144.6 | 5 | 201.2 | 11 | 225.2 | 11 |
| *Victoria* | | | | | | |
| State | 1,005 | — | 1,060 | — | 1,161 | - |
| Catholic | 230.6 | 3 | 243.2 | 9 | 266.4 | 10 |
| *Queensland* | | | | | | |
| State | 32 | 3 | 32 | 3 | 50 | 3 |
| Catholic | 7 | 0 | 17 | 6 | 31 | 7.5 |
| *South Australia* | | | | | | |
| State | 110.3 | 5 | 107.1 | 15.1 | 141 | 18 |
| Catholic | 63 | 2 | 51.2 | 6.2 | 51.2 | 4.6 |
| *Western Australia* | | | | | | |
| State | 55 | 2 | 71 | 5 | 110 | 9 |
| Catholic | 94.4 | 3 | 89.5 | 2 | 75.6 | 4 |
| *Tasmania* | | | | | | |
| All Schools | 22.2 | 2 | 22.3 | 2 | 22.9 | 2 |
| *Australian Capital Territory* | | | | | | |
| State | — | — | 56 | — | — | — |
| Catholic | 4 | — | 6.6 | — | — | — |
| *Northern Territory* | | | | | | |
| State | 1.5 | 2.5 | 23 | 4.5 | 44 | 6 |
| Catholic | — | — | — | — | 5 | 0 |
| **Total** | 2,251.6 | 37.5 | 2,650.1 | 85.2 | 2,933.3 | 96.1 |

Source: State/Territory Education Departments

*Notes*

In the NT, State and Catholic systems shared staff until 1982.

Estimates are given for New South Wales and Victoria in 1976 and 1982.

In Tasmania, the program is separately funded but is operated co-jointly.

within a wider 'special needs' component of the staffing allocation to the school. In other cases, schools may be granted an ESL teacher according to a specified formula based on the number of overseas-born children, their length of residence in Australia and the number of children from non-English-speaking backgrounds. In many systems, the school retains complete autonomy in whom it appoints and how appointees are used, and staff can be given, and often are given, teaching that falls well outside the ESL area.

24. **Remedial Teaching** There is some evidence to indicate that ESL teachers are deployed by school principals in fields that fall outside their immediate area of expertise, such as remedial teaching or general classroom teaching. A Victorian Secondary Teachers Association (VSTA) survey of Victorian secondary schools in 1980 found 44.1% (67) of ESL teachers had non-ESL teaching loads including remedial English teaching. For 22 of these teachers, their non-ESL teaching loads were larger than their ESL loads. In some schools a majority of the teaching time of designated ESL teachers was spent in non-ESL work. The survey suggested that 'in part the large number of teachers with non-ESL teaching loads indicates the use of ESL teachers as remedial teachers as well as in ESL (1980, p.13). PELTS also found that some 65% of teachers reported they were spending 10-25% of their time providing remedial English to students from an English-speaking background.

## Migrant Children Receiving ESL Assistance

25. The Report noted that at December 1975, 90,180 children were receiving ESL assistance through special classes in 1,407 schools qualifying for CMEP assistance. This represented 22.7% of an estimated 400,000 children aged between five and fourteen, resident in Australia at June 1976 and from backgrounds where English was not spoken.

26. There is no national data currently available on the number of children receiving ESL assistance through either withdrawal or other teaching strategies, and data supplied by State systems was scattered. In 1980, 2,500 children in government schools in Western Australia received assistance through withdrawal classes, as well as an unspecified additional number through normal classes. In ACT government schools, 1,453 children were enrolled in special classes in 1980. In South Australian government schools in 1980, 4,732 migrant children (403 were first phase and 4,329 second phase learners) received assistance in special classes. Of those receiving assistance, 85% were second phase learners in primary schools. In New South Wales Catholic systemic schools, authorities estimate that in 1980, 16,473 students received assistance from ESL teachers in special classes. This data is insufficient to compare with the situation in 1975.

27. **Unmet Needs** The Report was not able from the available data to determine the extent of unmet needs for ESL assistance among migrant children, but observed that funds might need to be doubled if all the existing needs were to be met. The Schools Commission does not collect data on the number of migrant children receiving ESL assistance nor does it collect data on the number of migrant children in need of ESL assistance but not receiving it. A nationally uniform measure of need for ESL assistance does not exist.

28. **The National Survey** of students from non-English-speaking backgrounds was conducted during 1980, with State systems generally bearing the costs, and despite variations in data collection, the survey provides the most comprehensive study of children from non-English-speaking backgrounds to date.

29. The survey found that there were approximately 575,000 NESB students in Australian schools, almost 20% of the total school population.

30. One difficulty that flows from the survey however is the relevance of its definition of a migrant child to anything other than defining potential rather than actual need. The definition used was either 'a child born in an overseas non-English-speaking country' or 'a child, one of whose parents was born overseas in a non-English-speaking country'. This definition encompasses children born to English-speaking parents while in non-English-speaking countries. It also includes the children of marriages where English is the first language of both the child and one parent. Although the measure indicates potential rather than actual need, it is the basis on which CMEP expenditure is allocated. This is not conducive to targetting effectively on children who actually need assistance.

31. Some indication of the possible discrepancy between potential need as determined by NESB background and actual need is provided by a further analysis of Schools Commision and State data to identify the number of NESB students speaking English at home. This indicated that 22.6% of children currently designated as being from non-English-speaking backgrounds use English at home,

**Table 6.5** Children from Non-English-Speaking Backgrounds:
Use of English or another Language at Home

| | *NSW* | *Vic* | *Qld* | *SA* | *WA* | *Tas* | *NT* | *ACT* |
|---|---|---|---|---|---|---|---|---|
| *Students born outside Australia* | | | | | | | | |
| Non-English | 54,087 | 39,536 | 5,876 | 6,512 | 6,727 | 499 | 1,337 | 2,177 |
| | (91.9%) | (90.8%) | (72.2%) | (81.2%) | (63.5%) | (59.6%) | (66.2%) | (85.4%) |
| English | 4,744 | 4,005 | 2,259 | 1,506 | 3,870 | 339 | 684 | 373 |
| | (8.1%) | (9.2%) | (27.8%) | (18.8%) | (36.5%) | (40.4%) | (33.8%) | (14.6%) |
| *Students born in Australia* | | | | | | | | |
| Non-English | 123,426 | 122,427 | 14,805 | 29,758 | 16,862 | 2,729 | 1,162 | 4,860 |
| | (81.1%) | (79.7%) | (54.0%) | (69.5%) | (51.6%) | (44.9%) | (38.2%) | (68.4%) |
| English | 28,702 | 31,194 | 12,595 | 13,053 | 15,851 | 3,344 | 1,881 | 2,248 |
| | (18.9%) | (20.3%) | (46.0%) | (30.5%) | (48.4%) | (55.1%) | (61.8%) | (31.6%) |
| *Sub-total* | | | | | | | | |
| Non-English | 177,513 | 161,963 | 20,681 | 36,270 | 23,589 | 3,228 | 2,499 | 7,037 |
| | (84.2%) | (82.2%) | (58.2%) | (71.4%) | (54.5%) | (46.7%) | (49.4%) | (72.9%) |
| English | 33,446 | 35,199 | 14,854 | 14,559 | 19,721 | 3,683 | 2,565 | 2,621 |
| | (15.8%) | (17.8%) | (41.8%) | (28.6%) | (45.5%) | (53.3%) | (50.6%) | (27.1%) |
| **Total** | 210,959 | 197,162 | 35,535 | 50,829 | 43,310 | 6,911 | 5,064 | 9,658 |

Source: Evaluation analysis of data provided by Schools Commission

and that moreover their proportion in the total number of children from non-English-speaking backgrounds varies considerably from State to State (see Table 6.5).

32. The Northern Territory, Tasmania and Queensland include a high proportion of NESB-classified children who speak English at home, while the proportion in other States is much smaller.

33. The national survey of NESB children indicates the broad pool of children within which those migrant children in need of ESL assistance will be found. More precise information on migrant children in need is not available from school authorities.

34. There is little available evidence from States and systems on the number and proportion of migrant children in need of ESL assistance. The Education Department (WA) provided details of a 1979 survey conducted to determine levels of need in government schools. The survey excluded Aboriginal children and used a definition of a migrant child as a child with one or both parents predominantly speaking a language other than English. The survey identified 17,021 migrant children under this definition: 323 (1.9%) were found to have no English proficiency; 1,838 (10.8%) had poor oral proficiency and were weak in reading, comprehension and written expression; 4,408 (25.9%) were orally proficient only; and 10,452 (61.4%) were found to require no special assistance.

35. Some further limited data on the extent of ESL provision and unmet needs is provided by the Australian Teachers' Federation's National Survey of Conditions in Schools (1980). The survey of 792 schools found 6,743 migrant children receiving ESL assistance and an additional 4,084 in need of ESL assistance but not receiving it, and wide variations in unmet needs between States and between primary and secondary schools. A similar survey was conducted by the VSTA in 1980 in 93 Victorian secondary schools. This found 1,439 students

receiving sufficient ESL assistance (as perceived by teachers); 1,258 receiving some but not enough ESL assistance; and 9,876 requiring but receiving no ESL assistance. However the usefulness of those surveys is minimised by the lack of a definition of what constitutes 'need', and variations in teacher ability to assess need.

36. Classroom teachers appear to utilise a variety of techniques for the identification of students in need of ESL. Almost all (92%) of teachers in PELTS relied upon personal observation of students as a technique in ESL needs' assessment, and 82% relied on the observations of other teachers. There is also considerable emphasis on testing as 72% reported the use of individual testing; 55% used group testing; and the use of checklists was reported by 65%. Compared with data provided in 1980, this indicates an increased use of systematic assessment.

### Teacher and Materials Development

37. In addition to increasing the number of staff, the Report intended that the extra funds be used to improve the training of ESL teachers, and training classroom teachers in meeting the special needs of children of non-English-speaking backgrounds. It also intended that the funds would be used to improve the production and distribution of materials. On the available data it is not possible to make any assessment of whether this has taken place. Funds are provided directly to the States without detailed reporting of the purposes for which these funds are used, and it is not possible to distinguish between CMEP activities and those funded from other sources. The extent to which these activities have taken place is also not known.

38. **Training** In the Institute's *Review of Multicultural and Migrant Education* a general acceptance of the need to adequately prepare both classroom and specialist ESL teachers was found among both employing authorities and ESL experts in teacher training institutions. The Review also found that 'development over the last decade has been slow' (1980, p.75) in relation to the preparation of both classroom and specialist ESL teachers. The National Inquiry into Teacher Education has subsequently endorsed the importance of these areas in teacher education. Reports by State enquiries into teacher education have echoed these views.

39. An examination by the Evaluation in 1981 of the provisions for ESL teacher training in teacher education institutions found a total of 56 pre-service teacher education courses which include an identifiable TESL unit. The majority (34) were oriented towards primary school teachers, seven to teachers of secondary students and nine to all school teachers. One unit was oriented to the later secondary years and adult levels. The majority of pre-service TESL units were electives, and only three were core units. This indicates some improvement over the situation found by the 1980 Review.

40. Ten specialist and post-initial TESL awards were identified as being specifically oriented to the teaching of English as a second language. Post-initial awards are usually for two years part-time study. In some cases, students have the option of completing the course in one year of full-time study, and one course was one year full-time only. Most of the awards were aimed at teachers in general. In 1982, specialist post-initial courses in TESL are available in all States and Territories. Again, this is an improvement over the 1980 position.

41. **Recruitment** The selection of ESL teachers usually requires that the teacher have an appropriate teaching qualification, preferably with an ESL component, a post-graduate qualification in TESL or classroom experience in a high migrant density school. However, appropriate teachers are not always available, for instance in rural areas or because of high turnover. It is impossible to ascertain the extent to which ESL teachers have received adequate training in ESL techniques. Although teachers without formal ESL training are still employed, their numbers appear to be decreasing as more ESL-trained teachers become available.

42. In the case of the Victorian Education Department's Secondary Schools Division, an ESL qualification is a necessary requirement for appointment as an ESL teacher. In all other cases, while such a qualification is preferred, the only clear requirement for appointment to an ESL position is a recognised general teacher-training qualification. Demonstrated competence in teaching English as a second language is considered sufficient by most school authorities. Experienced classroom teachers may also be recruited to ESL teaching; in-service training is usually provided in such cases.

43. There are no mandatory pre-requisites to being an ESL teacher in any of the Catholic school systems other than the completion of a general teacher qualification. While completion of a TESL unit in pre-service training is seen as desirable, such units are frequently not available.

44. Of the 83 ESL staff included in PELTS, 27 (32.5%) had pre-service qualifications in ESL, and out of an average teaching experience of over 11 years, these teachers had taught ESL for an average of more than 5 years. Compared to the situation in 1980, this suggests that schools are now being staffed by an increasingly experienced group of ESL teachers.

45. All systems require their personnel, before commencing work as ESL teachers, to undertake induction programs, particularly if they have not completed specialist TESL courses. These induction courses are often five to six weeks in duration. As well, in-service activities are regularly provided for all ESL teachers in order to keep them abreast of recent developments. Sessions are led either by officers and consultants of the Child Migrant Education Program or by outside experts. The PELTS survey found that 43% of ESL teachers had attended at least six in-service sessions over the past three years.

46. **Conditions** Employment conditions for ESL teachers and support personnel vary quite considerably from system to system. In some cases, ESL teachers are permanent members of the teaching service and belong to a special division; in others, they are employed on annual contracts, and may be appointed either by the central agency or by the school itself.

47. **Materials** The survey of materials undertaken on behalf of the Language Teaching Branch of the Commonwealth Department of Education in 1980 examined the utilisation of materials produced by the Branch. It focused on the *Learning English in Australia* materials and the *Transit* series of magazines. The findings suggested that these materials were extensively used, if not as the major instructional materials, certainly as supplementary materials. Teachers generally liked the presentation, content and usefulness of the materials, but considered that producers of ESL materials should widen their content perspectives and be more flexible in adopting the current thematic-functional-notional

approach to ESL teaching. Problems were noted in disseminating materials and associated teacher in-service activities in the use of materials.

48. PELTS found that there was a comparable degree of satisfaction with materials, although there was a desire to see greater materials development in some areas — particularly in listening and speaking skills, in comprehension and in concept development.

49. **Teaching Techniques** There is not a great deal of information available on the strategies and techniques employed by ESL teachers funded by the Commonwealth. School authorities report that special withdrawal classes tend to be used for intensive work with students with minimal English, while for those with more proficiency, preference is for an integrated approach between the ESL specialist and the classroom teacher. Although *Learning English in Australia* is still the most common material utilised by teachers, there is no centrally planned curriculum for teaching English as a second language. In New South Wales, Multicultural Advisers are co-ordinating production of a guide to ESL teaching for class teachers. Schools are encouraged to develop local curricula.

50. The Evaluation's PELTS survey found that 70% of the teachers reported that they taught in a regular classroom using a team-teaching approach, and 64% taught some of the time using the withdrawal approach. Work with individual students was carried out by 71% of the teachers but the major focus of ESL teaching is in working with second phase learners in a small or large group situation.

51. The VSTA 1980 survey of ESL teaching in Victorian secondary schools indicated that, while the withdrawal approach was used in nearly 90% of 53 schools responding, only 15% used the approach exclusively. Most utilised withdrawal English in combination with withdrawal for subjects other than English; ESL as part of a total English program; ESL as part of a special English program; or support provided to normal classes through the presence in those classes of an ESL teacher.

52. **Proficiency Gain** No education authority in Australia routinely and systematically collects information about the progress in English language proficiency of migrant children receiving assistance.

53. In 1975, the Australian Council for Educational Research (ACER) conducted a major study of literacy and numeracy, examining a nationwide sample of 10 and 14 year old children. The use of English at home was related to the student's performance in both reading and numeracy tests. Students with no English spoken in the home performed worst, while those from homes where English only, or English and a northern European language was spoken, achieved the best results. The difference in performance between the two groups was greater for 14 year old students than for 10 year old students (Bourke and Keeves, 1977).

54. In 1980, ACER repeated the literacy and numeracy study, examining once again a nationwide sample of 10 and 14 year old children. The study found general improvement compared to the 1975 study (Bourke, S F et al. 1981). Unfortunately, the Australian Education Council (AEC) was not able to provide this Evaluation with an opportunity to examine the data collected in this survey. It is therefore not possible to provide even a general indication of proficiency gain in literacy and numeracy by migrant children through the years 1975-1980.

## Collection of Data

55. To implement *Recommendation 4*, a Commonwealth/States Working Party on Data Collection on Students was established in December 1978. It comprised representatives from the Commonwealth Department of Education, the Schools Commission, the Curriculum Development Centre, State/Territory Departments of Education, Catholic and Independent Schools sectors, the Australian Teachers' Federation, the Australian Bureau of Statistics and the Australian Ethnic Affairs Council.

56. The Report clearly recommended that the Working Party set up under *Recommendation 4* should examine three issues:

- the identification of data necessary to determine the support that should be given to ESL programs and multicultural education
- the data necessary to evaluate the effectiveness of Commonwealth activities
- the methods by which such data should be collected and analysed.

It observed that 'no judgment on the effectiveness of programs funded by government can be made nor can the development of programs in future be adequately carried out unless relevant, accurate and up-to-date information is made available to the bodies responsible for policy and action' (para.3.11).

57. The Working Party pursued only some of these objectives. Progress has been made on collecting data on students' language background but no action has been taken on collecting and analysing financial information for planning and information purposes.

58. The Working Party adopted as its principal objectives:

- a national survey of students from non-English-speaking backgrounds in Australian schools
- a research study aimed at identifying those factors which affect the development of English language competence and development of an index for the quantification of need
- a sample survey to determine the actual level of English language competence of students from non-English-speaking backgrounds.

59. The Schools Commission has conducted the national survey but the second and third of these objectives were not pursued as the Working Party reported difficulties in finding suitable methodologies.

60. Action was deferred on amending the States Grants (Schools) legislation pending the results of the Working Party's activities. To date no action appears to have taken place on revising the legislation to include changed data collection arrangements.

61. The survey of children of non-English-speaking background is the only apparent result of the implementation of *Recommendation 4*. While this information has been useful in providing a basis for allocating funds between States and systems, it provides only a broad indication of the migrant children in need of ESL assistance. Analysis of this data itself has been limited and other information vital for assessment of CMEP operations remains uncollected.

## Conclusions and Recommendations

62. The Report had two objectives for the Child Migrant Education Program. The first was the provision of extra resources to meet what it believed to be the

pressing need for additional ESL teaching. At the same time, the Report was concerned that available data was not sufficient to determine with any accuracy the extent of that need and to specify where developments should occur. Its second objective, therefore, was to improve the educational and financial data available to the Schools Commission to enable it to establish more precisely the needs of migrant children for English-language teaching.

63. Since 1978, over $100m of Commonwealth funds has been expended on the CMEP. This constitutes just under half of the total expenditure on direct migrant programs and services by the Commonwealth. The size of the program and the crucial role of English in facilitating participation in Australian society makes it of critical importance to ensure that the program effectively enhances proficiency in English and actually reaches migrant children in need of ESL assistance. On both these issues, the body of information required to make these judgments simply does not exist.

64. With respect to the educational effectiveness of the program, the lack of data means that it is simply not possible to monitor whether migrant children are being provided with the quality of educational provision to which they are entitled. The research program outlined by the Working Party on Data Collection on Students should be pursued. Research needs to be undertaken to identify factors which affect the development of English-language competence with a view to establishing a more appropriate index for the quantification of need. Research is also required on actual language competence and proficiency gain among students of a non-English-speaking background. Accordingly, it is recommended that:

> *The Schools Commission should initiate a research study to identify those factors which affect the development of English-language competence and to develop an index for the quantification of need. Suitable tests should be identified and developed by the Commission to assess the level of English-language proficiency and to measure the degree of improvement in English-language proficiency of migrant children.*

65. Following this and using the instruments developed, it is recommended that:

> *A survey should be commissioned by the Schools Commission to determine the actual level of English-language competence of students from non-English-speaking backgrounds.*

66. Of equal concern to this Evaluation is the absence of data to establish whether those migrant children most in need are receiving ESL teaching. At best, the available data isolates the population in which the potential need for ESL teaching is to be found. There has been no progress in assessing the extent of the need for ESL among children.

67. Further, with respect to other aspects of the program, there is little of the data which the Evaluation considers is required to ensure adequate accountability of the CMEP, given the level of expenditure and the significance of the activity. This includes information on expenditure on teachers' salaries, support staff, teacher aides, in-service activities and materials development; the number of ESL teachers employed, the activities in which they are engaged, and the proportion explicitly devoted to ESL as opposed to other teaching; and the effectiveness of the CMEP in raising the English-language proficiency of students who receive ESL assistance.

68. Responsibility for the provision of adequate financial and educational data for both planning and evaluation purposes should be included in the States

Grants (Schools) legislation to cover all school systems, as the Report foreshadowed. Accordingly, the Evaluation recommends that:

> *The States Grants (Schools) legislation should include arrangments for the collection of data on financial and educational aspects of the English as a Second Language Program. The Schools Commission should report annually from 1983 onwards. Its report should indicate: expenditure; numbers of teachers and associated support staff employed; the number of students benefitting from the program; the number of students in need receiving no ESL assistance; and the outcomes of ESL programs in terms of proficiency gain.*

69. The Evaluation considers that it would not be responsible to provide additional funding for the general support components of the ESL program until it is possible to make well-founded judgments on the extent and nature of ESL needs. If, on the basis of the information provided as outlined in this recommendation, additional funding for ESL programs is needed, the Commonwealth should provide the funds as a matter of urgency. Funding allocated under the new arrivals component should continue to be adjusted according to the numbers of newly arrived children in need of ESL tuition.

(a) The Report recommended increased Child Migrant Education Program (CMEP) funds through progressive increases of $1m, $2m, and then $3m in each of the 3 years — a total addition of $10m. The Report indicated that the distribution of funds through the CMEP was not proportionate to the distribution of children of non-English-speaking background.

(b) Expenditure in the CMEP is on a calendar year basis, and payments to the States were $27.04m in 1978, allocated between the States as shown in Table 6.6. Total recommended expenditure for the three years includes this base figure extended over the three years and the additional $10m, a total of $91.11m. This was adjusted by the automatic cost supplementation formula adopted by the Schools Commission for the years 1979, 1980 and 1981 and results in a figure of $109.1m. Actual expenditure on grants under the *Child Migrant Education Act* 1972 was $109.1m.

(c) As Table 6.6 shows, the allocation of the additional funds progressively changed the distribution between the States. However, allocations are still out of proportion to the population of non-English-speaking children in the States.

**Table 6.6:** ESL Teaching for Migrant Children (The Child Migrant Education Program) in Australian Schools: Recommended Allocations and Actual/Assessed Expenditure (1978-1981) (Recommendation 3)

| *Schools* | *1* *Total Expenditure 1978* | | | | *2* *Additional Recommended Allocations 1979-81* | *3* *Total Recommended Allocations 1979-81* | *4* *Actual/Assessed Expenditure 1979-81* | | | | *5* *Difference: Actual and Total Recommended Expenditure* |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | *$'000* | | *(%)* | | *$'000* | *$'000* | *$'000* | | *(%)* | | *$'000* |
| *Government Schools* | | | | | | | | | | | |
| NSW | 6,794 | | (25.1) | | | | 27,533 | | (25.3) | | |
| Vic | 8,988 | | (33.2) | | | | 32,484 | | (29.8) | | |
| Qld | 696 | | ( 2.6) | | | | 3,668 | | ( 3.4) | | |
| SA | 1,774 | | ( 6.6) | | | | 8,373 | | ( 7.7) | | |
| WA | 779 | | ( 2.9) | | | | 4,074 | | ( 3.7) | | |
| Tas | 362 | | ( 1.3) | | | | 1,309 | | ( 1.2) | | |
| NT | — | 19,393 | — | (71.7) | | | 263 | 77,704 | ( 0.2) | ( 71.3) | |
| *Non-Government Schools* | | | | | | | | | | | |
| NSW | 2,522 | | ( 9.3) | | | | 10,958 | | (10.0) | | |
| Vic | 2,782 | | (10.3) | | | | 11,254 | | (10.3) | | |
| Qld | 204 | | ( 0.8) | | | | 1,389 | | ( 1.3) | | |
| SA | 894 | | ( 3.3) | | | | 3,231 | | ( 3.0) | | |
| WA | 1,227 | | ( 4.5) | | | | 4,415 | | ( 4.0) | | |
| Tas | 14 | 7,643 | ( 0.1) | (28.3) | | | 58 | 31,305 | ( 0.1) | (28.7) | |
| **Total** | | $27.036m | | (100) | $10,000m | $91.108m | | $109.009m | | (100) | +$17.901m |

*Notes*

All expenditure is for calendar years.

Column 3 is calculated on the basis of 1978 expenditure being maintained over the 3 calendar years 1979-81 plus the additional expenditure for 1979-81 as recommended by the Report (ie Column 2).

Expenditure for child migrant education in the ACT is included in the general funding of ACT schools through the ACT Authority Ordinance.

CHAPTER 7

# Multicultural Education Program

*Implementation of the Multicultural Education Program in schools: small grants and general project funding; community languages; bilingual education; ethnic school liaison officers. Associated activities. Ethnic schools. Longer-term requirements. Courses for Professionals: the target groups; course content and length; responses. Tertiary education: professional and vocational education; community language teaching. Co-ordination.*

1. The process of education is generally one of learning to respond effectively to the society in which one lives both by being able to contribute to the society, to achieve personal development and to realise individual potential. Education in this respect takes place in a variety of contexts — through the family, the media, through personal experience and interaction, and through the formal education system.

2. The Report's objectives for multicultural education in this broad sense were directed at all members of Australian society, to children and adults born both here and overseas. Almost all the Report's recommendations related to educating Australians to play an effective role in a culturally and ethnically diverse society. They reflected its commitment to equality of access and opportunity, to the ability to maintain cultural and linguistic heritages, and to the tolerance of and participation in a diversity of cultures within an overall commitment to Australia.

3. The focus of this chapter is on the Report's recommendations for the various sectors of the formal education system. They were directed primarily to the school system and its co-ordination, and gave comparatively little attention to the tertiary sector.

- *Recommendation 45* proposed a major Commonwealth initiative to give multicultural education a greater impetus in schools by allocating $5m specifically for multicultural activities over the following 3 years.
- *Recommendation 46* proposed establishing a small group of educators to advise on the disbursement of this money.
- *Recommendation 14* provided for assisting practising professionals obtain or upgrade linguistic and cultural skills to improve their professional capacity to practise in a multicultural society.
- *Recommendation 47* proposed that formal machinery be established at Commonwealth level to co-ordinate Commonwealth policies and programs in multicultural education.
- *Recommendation 48* called upon the Commonwealth Tertiary Education Commission to approach all tertiary institutions with a view to improving the quality of existing professional courses by including components on ethnic groups.

## Schools

4. Schools had responded to the post-1945 influx of children from non-English-speaking backgrounds by attempting to impose an assimilationist philosophy on the changing reality of the school population. As Harris has commented,

> The fifties and sixties witnessed an almost total unawareness of the implications for educational practice of the increasing cultural diversity of Australian society. The role of the school was that of an 'assimilationist agency', aimed at enforced 'acculturation ... into the Australian way of life'. Equality of opportunity was interpreted as meaning that all children should be treated 'in exactly the same way, as if they were all little Anglo-Saxons'. Teaching proceeded as if the pupil's ethnic identity did not exist at all. No official attempt was made even to determine how many children from diverse cultural backgrounds were in the schools. In New South Wales, the Director-General of Education, Dr Wyndham, gave expression to this policy of non- recognition when he said that: 'We deliberately refrain from collecting any statistics in regard to school pupils from overseas. Once they are enrolled in school, they are from our point of view, Australian children' (1980, p.26).

5. A shift from this perspective occurred in the 1960s in some States, prompted at the outset by the demands of teaching English to migrant children. By the 1970s, moves were beginning to be made at school level to address the broader issues involved in multiculturalism. The number of schools and students involved however was small and the range of courses offered was limited. A few isolated and experimental programs were mounted in government and non-government school systems for teaching community languages and cultures, bilingual approaches to education and the development of teaching materials.

6. At the level of Commonwealth education authorities, a critical response to the changing face of Australian society was made in the 1975 Schools Commission Report. This gave novel emphasis to ethnicity's importance to migrant children's 'identity and self-esteem', and noted that while 'changes are particularly important to undergird the self-esteem of migrant children they also have application for Australian children growing up in a society which could be greatly enriched through a wider sharing of a variety of cultural heritages present in it' (p.91). In 1976, the Schools Commission began funding the development of multicultural education through the Child Migrant Education Program (CMEP).

7. In 1978, the Report acknowledged the advances made but noted that there was 'still apathy if not obstruction ... to the development of multicultural education' (para.9.10). It was advised that of the $26.2m CMEP appropriation, $1m was provided for multicultural education with a further $500,000 allocated for curriculum development, materials acquisition and research.

8. Considering that the school system needed further encouragement to develop multicultural initiatives, the Report's *Recommendation 45* provided that:

> The Commonwealth should allocate $5m specifically for multicultural education over the next three years.

These funds, it was specified, should be used to encourage development in a number of fields including:

- the teaching of histories, cultures and languages
- the development of bilingual teaching
- pre- and in-service teacher education
- curriculum and materials development
- the greater involvement of parents and the community.

9. On available evidence, the Report was unable to determine precisely how these funds should be distributed and accordingly *Recommendation 46* proposed that:

> A small committee of educators experienced in areas of cultural and racial differences should be appointed to consult with State, Commonwealth and non-government authorities and to draw up within three months proposals as to how the recommended $5m for multicultural education can be used most effectively in the three years ahead.

**Implementation**

10. In June 1978, the Minister for Education appointed a Committee on Multicultural Education to advise on the distribution of the funds. The Committee's 1979 report *Education for a Multicultural Society* recommended on the purpose, allocation and administration of the multicultural education funds, and was accepted by the Schools Commission.

11. The Committee identified six elements within the school program forming the core of education for a multicultural society:

- general programs or studies to promote intercultural understanding
- programs or studies of particular ethnic groups resident in Australia
- international and intercultural studies
- community language programs
- English as a second language programs
- bilingual education programs.

12. To pursue these purposes, the Committee recommended that since multicultural education related to all students and schools, the funds should be distributed according to the total number of students enrolled in all schools (government and non-government). It further recommended establishing a Multicultural Education Program (MEP) to distribute 86% of the funds. Of this, 20% would support a small grants scheme; 9% the appointment of ethnic schools liaison officers; and the bulk would support general projects in multicultural education.

13. With respect to the remaining 13.6% of funds recommended by the Report, specific amounts were earmarked for: funding projects of national significance; the Curriculum Development Centre; and the Educational Research and Development Committee (see Table 7.1).

**Table 7.1:** Multicultural Education: Financial Allocation 1979-1981 proposed by the Committee on Multicultural Education

| | *1979 ($'000)* | *1980 ($'000)* | *1981 ($'000)* | *Total ($'000)* |
|---|---|---|---|---|
| Schools Commission | | | | |
| • Multicultural Education Program | 500 | 1,210 | 2,610 | 4,320 |
| • Projects of National Significance | — | 100 | 150 | 250 |
| Curriculum Development Centre | — | 140 | 160 | 300 |
| Education Research and Development Committee | — | 50 | 80 | 130 |
| **Total** | 500 | 1,500 | 3,000 | 5,000 |

Source: Committee on Multicultural Education, *Education for a Multicultural Society* (1979).

## The Multicultural Education Program

14. To implement the MEP at State level, the Committee recommended establishing State Multicultural Education Co-ordinating Committees (MECCs) with a majority of members drawn from ethnic communities. These were to allocate small grants and advise State education authorities on the allocation of general grants. MECCs were established in all States and Territories, except Victoria, where this role was assumed by the pre-existing Victorian Advisory Committee on Migrant and Multicultural Education (VACMME).

15. There have been significant variations from the proposed membership of MECCs. In New South Wales, Western Australia and Queensland, at least half of the members have been appointed from government and non-government education authorities. Elsewhere the majority of members have been drawn from ethnic communities. All chairpersons have been Education Department personnel except in Victoria and the Australian Capital Territory.

16. **Expenditure** Since 1979, over $5.9m has been allocated through the MEP (see Table 7.2). Distribution to States has been by block grants in relation to total school enrolments. In all States and Territories, as a result of automatic cost supplementation, funds allocated have been higher than the Committee recommended.

17. **Small Grants** The Committee proposed that 20% of MEP funds be used for small grants intended for local school initiatives. In some States, small grants funds have exceeded this, and in 1981 the maximum grant level was increased from $1,000 to $2,000. Various activities have been supported, generally consistent with the Report's objectives. They have included: in-service programs on multicultural education; materials acquisition and development to aid the introduction of multicultural perspectives into the curriculum; preparation of multilingual policy documents, newsletters and signs; and projects aimed at involving ethnic groups and parents in school programs.

18. **General Projects** General projects have no maximum funding level and are expected to be of wide significance. They have varied from major curriculum

**Table 7.2:** Schools Commission Allocations for Multicultural Education Program, 1979-1981

| *State* | *1979* | *1980* | *1981* | *Total* |
|---|---|---|---|---|
| | $ | $ | $ | $ |
| New South Wales | 194,500 | 500,500 | 1,160,500 | 1,855,500 |
| Victoria | 157,500 | 414,100 | 944,500 | 1,516,100 |
| Queensland | 82,500 | 212,000 | 498,500 | 793,000 |
| South Australia | 51,500 | 143,900 | 323,500 | 518,900 |
| Western Australia | 47,000 | 138,000 | 295,000 | 480,000 |
| Tasmania | 16,500 | 50,000 | 105,500 | 172,000 |
| Northern Territory | — | 24,500 | 39,500 | 64,000 |
| ACT | — | 31,100 | 58,600 | 89,700 |
| | 549,500 | 1,514,100 | 3,425,600 | 5,489,200 |
| National Projects | — | 78,000 | 299,500 | 377,500 |
| **Total** | $549,500 | $1,592,100 | $3,725,100 | $5,866,700 |

Source: Schools Commission

and materials development initiatives to smaller undertakings by clusters of schools and to individual schools being funded to develop specific curricula or materials at the classroom level. General projects supported in the States and Territories include:

- a multicultural education curriculum writing project in Queensland
- several curriculum and materials development projects in regional clusters of schools in New South Wales
- the development in Victoria of a kit on 'Education for a Multicultural Society'
- the development of a Dutch language curriculum for upper primary and secondary level students in Tasmania
- the development of an Italian language and culture curriculum for primary students in South Australia
- the preparation of Croatian language materials in Western Australia
- the establishment of a school level interpreter/translator course in the Northern Territory
- the establishment of a film library to assist in promoting cross-cultural awareness in the Australian Capital Territory.

19. These projects have been initiated by government and non-government education authorities, submissions from schools and MECCs themselves. The New South Wales and Western Australian Committees give some priority to school level projects while other Committees consider material developed at a central level more effective.

20. A review was undertaken for this Evaluation of some teaching materials* produced with MEP funds. The materials were considered generally to be well-organised, attractive, effective in reaching young children and in supporting multicultural objectives. However, it was noted that there was a need for more direction on how to use materials, and that some materials needed to deal more explicitly with ethnic groups as members of Australian society.

21. **Community Languages** The Committee emphasised the importance of community language programs, particularly at the primary school level, and the long-term objective of offering all students an opportunity to learn a second language. Commonwealth Schools Commission reports regularly restate this emphasis.

22. Community language provision varies from state to state and the extent to which the introduction of community languages into the curriculum has been due to MEP funding, is unclear. Support is strongest in New South Wales, Victoria and South Australia. In 1980, New South Wales government primary and secondary schools catered for 21 languages. In Victorian government schools, five primary schools offered German, three Italian and Turkish, and six Greek. At secondary level, Italian was taught at 77 schools and Modern Greek at 33 schools. Secondary schools in both New South Wales and Victoria, however, predominantly taught the traditional languages of French and German. In

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*The teaching materials examined for the Evaluation were 'Multicultural Education Materials' by the Education Department of South Australia; 'Multicultural Children's Magazine' by the Western Australian Catholic Education Commission; 'La Trobe Bilingual Materials' by Dr Marta Rado of La Trobe University; 'Education for a Multicultural Society: A Kit for Educators' by VACMME; and multicultural materials produced by teachers' workshops and published by Hodja Publications.

South Australia, developments have occurred in teaching Italian and German at primary school level in both government and Catholic schools while in secondary schools traditionally taught languages have predominated.

23. Other MECCs have made lesser provision for community language teaching and received fewer applications for community language projects. Most members of these MECCs advised the Evaluation that they gave less emphasis to the funding of community languages.

24. Strategies to support community language teaching have differed. In some States, particularly New South Wales, MEP funds have been used to support teacher and ethnic aide salaries. Most others have allowed only a small fraction of funds to be used to meet recurrent staffing costs and have funded the development of language and culture curriculum materials, or the establishment costs of community language programs. In Victoria, for instance, VACMME has provided substantial funding to a number of long term projects, these being the Greek Curriculum Project ($330,000 between 1980-82) and the Italian Language Project ($188,000 between 1981-82).

25. **Bilingual Education** There have been few initiatives in the area of bilingual education. A number of primary schools have offered limited bilingual transition programs in which students are taught in their community languages until they acquire proficiency in English. In South Australia, two government primary schools have operated bilingual programs in English and Italian since 1975. Bilingual programs in Greek, Italian and English are offered in some Victorian primary schools. In Western Australia, a bilingual teaching approach has been developed for Vietnamese/Chinese and Italian-speaking students in several Catholic schools. Some bilingual programs are also provided in other States and Territories.

26. **Ethnic School Liaison Officers** In 1982, there were seven full-time and two part-time ethnic school liaison officers (ESLOs). The Committee envisaged them liaising between ethnic schools and government and non-government schools, providing information on curriculum and materials available; co-ordinating and arranging in-service programs for ethnic school personnel; and advising ethnic communities on assistance available through various grant schemes.

27. There has, however, been considerable variation in ESLO activities. In New South Wales, the main orientation has been towards part-time ethnic schools. Liaison with day schools has been largely limited to negotiations with principals to obtain accommodation for ethnic schools and liaison with parents of day school students on the principals' behalf. By contrast, much of the work of the Queensland ESLO has been concerned with day schools, although the officer is now increasingly dealing with part-time ethnic schools. The officer has sought to stimulate an awareness of developments in multicultural education and draw schools' attention to new teaching materials and in-service courses. In South Australia, the ESLO has assisted ethnic communities in establishing ethnic schools and language classes and in applying for Commonwealth funds for ethnic schools. The officer has also completed an 'Ethnic Schools Directory' covering 177 ethnic schools.

28. **Scope of Program** The Report emphasised that multicultural education funds should be applied to benefit all children in all schools. While endorsing this view and being funded on their total school population, State MECCs report

the majority of grants have been to schools with relatively high concentrations of non-English-speaking background students since few applications from other schools have been received. However, MECCs report a gradual increase in the number of applications for general multicultural education projects from schools with few students of non-English-speaking background.

### Associated Activities

29. **National Projects** Over $370,000 (7%) of the funds the Report recommended were allocated for projects of national significance in multicultural education. Eight projects were funded in 1980: three in the field of community languages; two for materials development; and the remaining three for projects relating to the development of socio-linguistic profiles of migrant children, teacher attitudes to ESL and community languages, and the interaction of migrant parents, children and teachers. Nineteen projects were funded in 1981: six for community languages; seven for the production of general studies/social studies materials; two for cultural arts and drama; and four for the general area of school organisation and community development. By March 1982 only two projects had been completed. In the case of one, a final report has been submitted, and for the other a first stage report.

30. **Curriculum Materials** The Committee recommended that CDC be allocated $300,000 for producing and distributing curriculum material on multicultural education and community languages. Eight projects were funded. Three have been completed, but only two have resulted in the production of materials for use in Australian schools. Up to June 1981, expenditure on curriculum development amounted to $108,500, substantially less than recommended. In general, the results of these projects have been limited.

31. **Research** For research into multicultural education, $130,000 was allocated to the ERDC. Nine projects have been funded by the ERDC. Only one has resulted in a report being submitted. One project was terminated, and two others did not proceed beyond the pilot stage. Up to June 1981, ERDC spent $86,617 on research into multiculturalism. Since ERDC ceased operations, incomplete projects have been wound down.

### Outcome

32. It is difficult to make a totally satisfactory assessment of the impact of the activity promoted by the Report's recommendations since there are significant data gaps. As has been noted in the previous chapter, the Report found the extent of financial and educational information for planning and evaluation purposes in the area of English as a second language and multicultural education 'quite unsatisfactory'.

33. *Recommendation 4* was designed to remedy this situation, but attention, as outlined above, appears to have focused, if only in a limited way, on ESL and little appears to have been done with respect to multicultural education.

34. In its 1980 *Review of Multicultural and Migrant Education*, the Institute attempted to survey this area. Its findings were not definitive, but indicative, suggesting that some advances had been made in individual schools and at systems levels, and many school systems administrators were in a position to take up the funds made available for multicultural education and were quick to do

so. Positive efforts had been made to develop multicultural education, but it was not possible to speak of a uniform Australia-wide approach.

35. At the systems co-ordinating level of multicultural and migrant education advisory and consultancy units, a strong commitment was found for the concept of education for a multicultural society. Implementation of these commitments had proceeded at different rates in the different systems. At a general level, there had been a commitment to making a total curriculum response to multicultural education through:

- the development of multicultural perspectives in the different subject areas covered by the curriculum
- initiatives aimed at improving intercultural understanding both within the school and between the school and the community
- emphasis on specialised fields including ethnic studies, community language programs, bilingual education approaches, and English as a second language programs.

36. Overall, there had been significant achievements and a great deal of experimentation but there were no generalised system-wide responses to multicultural education.

37. A number of difficulties had slowed the promise of policy commitments by systems and program initiatives at the school level. The most relevant ones included:

- the frequent organisational separation of multicultural education from the rest of the educational establishment at the systems level, with consequent isolation from general services
- the shortage of suitably trained and skilled personnel in curriculum development for multicultural education at both the advisory and the school levels, and the shortage of community language teachers
- the lack of suitable Australian teaching materials for implementing multicultural education across the curriculum and the absence of an effective system of circulating materials and information.

38. To update the 1980 Review, school systems were asked in the course of this Evaluation whether substantial changes had subsequently occurred and whether a re-assessment of the situation was required. Little indication was given that substantive change had taken place. In addition, the Evaluation included in the survey, Provision of English Language Teaching in Schools (PELTS), an examination of the state of multicultural education in schools. This survey covered 50 government and 29 Catholic schools in Victoria, South Australia and Queensland. Seventy-nine school principals and 83 ESL teachers were interviewed.

39. The curriculum of approximately three-quarters of the schools surveyed had a multicultural education program or component. Of the ESL teachers at these schools, 87% (72) supported the teaching of multicultural topics and over half the teachers had revised their courses to include multicultural perspectives. A great majority of teachers considered these programs had been successful in achieving their goals.

40. Of the 79 schools involved in the survey, 49 taught languages other than English and 41 of these taught community languages (see Table 7.3). Sixty-five of 79 school principals believed community languages should be taught in

**Table 7.3:** Schools Offering Language Courses in the PELTS Survey

| Language | Victoria Govt. | Victoria Catholic | South Australia Govt. | South Australia Catholic | Queensland Govt. | Queensland Catholic | Total |
|---|---|---|---|---|---|---|---|
| Arabic | 1 | — | — | — | — | — | 1 |
| Croatian | — | — | 2 | — | — | — | 2 |
| French | 8 | 3 | 3 | 2 | 2 | — | 18 |
| German | 3 | 2 | 5 | — | 2 | 1 | 13 |
| Greek | 5 | — | 6 | — | 1 | — | 12 |
| Italian | 8 | 9 | 10 | 8 | 1 | 1 | 37 |
| Serbian | — | — | 2 | — | — | — | 2 |
| Spanish | 2 | 1 | — | — | — | — | 3 |
| Turkish | 1 | — | — | — | — | — | 1 |
| Vietnamese | — | — | — | 1 | — | — | 1 |
| Other | 2 | 2 | 1 | — | 2 | — | 7 |
| **Total** | 30 | 17 | 29 | 11 | 8 | 2 | 97 |

schools. Almost all principals interviewed stated they would like to introduce additional community languages in their schools, particularly Italian, Greek and Vietnamese. They also noted a high degree of support for community language programs among teaching staff and the school community, and found that their students were supportive of the community languages program. Finally, a majority of ESL teachers (63%) stated that community language teaching had helped migrant children to learn English, while only 4% of ESL teachers stated that it hindered English-language learning.

41. Strong demand for multicultural education and community language projects is also noted by State MECCs. In Victoria, 429 applications were received for small and general grants in 1980/81, an increase of 24% over the previous year, with 158 applications (37% of the total) receiving funding. In the same year, Western Austalia received 118 applications for grants of which 73 were supported. In New South Wales, where the 1980 budget was just over $1m, the Committee received submissions for approximately $3m. In other States a similar pattern can be observed.

42. A large proportion of MEP funds in most States has been directed to schools with a high proportion of students from non-English-speaking backgrounds. State MECCs advised the Evaluation that there still exists a need to provide further impetus for the study of community languages; for bilingual education programs; and to support programs in schools with low proportions of students from non-English-speaking backgrounds.

## Ethnic Schools

43. Since the Report was brought down, a further initiative has been taken with the Commonwealth Government's decision to assist community ethnic schools with a $30 per capita grant.

44. This decision reflected the growing view that in a multicultural society it was important to support ethnic schools which are a major vehicle through which communities provide their children with a knowledge and appreciation of their cultural heritage, and thus strengthen children's sense of identity and self-esteem.

45. The Institute's 1980 Review, in which the funding recommendation was made, found that ethnic schools, which have existed in Australia for over a century, had grown considerably over the past 5 years. In 1980, about 97,000 students enrolled in classes. They enjoyed the strong support of ethnic communities and an increasing number of educational authorities and State governments. The Review also found however, that educational conditions in most schools were deficient in resources, accommodation, teacher training and teacher materials. In addition to the funding recommendation, the Institute at that time recommended that a detailed study should be undertaken of the specific needs of ethnic schools.

46. The survey of ethnic schools is now in progress and results are expected to be available to the Schools Commission by mid 1982. The survey's objectives include constructing a general profile of ethnic schools; identifying ethnic communities' attitudes towards them; examining smaller ethnic communities and recent arrivals' special needs; and exploring modes of upgrading teaching qualifications, curriculum materials, equipment and administrative support. In addition, the survey is to advise on the relationship between part-time ethnic schools and formal education systems.

47. In 1981, $3m was appropriated for the Ethnic Schools Program administered by the Schools Commission. Per capita funding of $2.2m was provided to 488 ethnic school authorities with a total enrolment of 79,149 students and encompassing 47 different language groups (see Table 7.4).

48. For 1982, $3m has been appropriated and it is expected that the number of schools applying for grants will increase. Although the program was advertised in the ethnic press in 20 languages and on ethnic radio in 1981, a number of ethnic schools did not learn of the program. Similar advertising was undertaken this year, and information appears to be spreading by word of mouth. Application forms have been somewhat simplified: explanatory material is now available in 10 languages and the Schools Commission is also utilising its state offices to assist with applications.

49. All available indications are that Australia's ethnic schools will continue to play a major role within the total education system. Firmly rooted in the ethnic communities which they service, they are capable of quick and flexible responses to changing community needs. Their striking growth in recent years reflects this responsiveness. As the *Review of Multicultural and Migrant Education* concluded, the question is not one of whether ethnic schools will continue to exist, but rather of whether the quality of education offered by them will reflect the importance of their role.

## Conclusions and Recommendations

50. The Report proposed a major Commonwealth initiative to support the development of multicultural education involving a significant injection of Commonwealth funds over the last three years. The Multicultural Education Program has enabled Australian schools and school authorities to implement programs for multicultural education and to develop advisory and support mechanisms. Teaching, resource and curriculum materials have been developed for multicultural education across the curriculum, for general and social studies, and for some community languages. Community language programs involving

**Table 7.4:** No. of Part-time Ethnic Schools and Insertion Class Locations, and Students Funded, in 1981, by Language Taught (Student numbers in brackets)

| *Language* | *NSW* | *VIC* | *QLD* | *SA* | *WA* | *TAS* | *NT* | *ACT* | *TOTAL* |
|---|---|---|---|---|---|---|---|---|---|
| Albanian | 1 (53) | 5 (148) | — | — | — | — | — | — | 6 (201) |
| Arabic | 24 (2,542) | 11 (1,089) | — | 1 (73) | — | — | — | — | 36 (3,704) |
| Armenian | 4 (409) | 2 (143) | — | — | — | — | — | — | 6 (552) |
| Assyrian | 1 (140) | — | — | — | — | — | — | — | 1 (140) |
| Bengal | — | — | — | — | — | — | — | 1 (12) | 1 (12) |
| Bulgarian | — | — | — | 2 (51) | — | — | — | — | 2 (51) |
| Byelorussian | — | — | — | 1 (11) | — | — | — | — | 1 (11) |
| Chinese | 17 (1,672) | 9 (1,606) | — | 5 (258) | 2 (53) | — | — | 1 (15) | 34 (3,604) |
| Croatian | 19 (998) | 10 (830) | 2 (90) | 5 (236) | 3 (102) | — | — | 2 (226) | 41 (2,482) |
| Czech | 1 (45) | 1 (28) | — | — | — | — | — | — | 2 (73) |
| Dutch | — | 2 (59) | — | 1 (9) | — | — | — | 1 (22) | 4 (90) |
| Estonian | 1 (19) | — | — | — | — | — | | | 1 (19) |
| Finnish | 1 (12) | — | — | — | — | — | — | 1 (65) | 2 (77) |
| French | 1 (22) | 2 (64) | — | 1 (23) | — | — | — | 2 (105) | 6 (214) |
| German | 4 (232) | 7 (248) | 1 (78) | 3 (189) | 4 (69) | — | — | 2 (145) | 21 (961) |
| Greek | 176 (10,447) | 172 (12,207) | 15 (595) | 101 (3,455) | 3 (302) | 3 (175) | 1 (216) | 4 (307) | 475 (27,704) |
| Hebrew | — | 9 (518) | 1 (49) | — | 1 (85) | — | — | 1 (42) | 12 (694) |
| Hmong | 1 (39) | — | — | — | — | — | — | — | 1 (39) |
| Hungarian | — | 2 (159) | — | 1 (43) | — | — | — | — | 3 (202) |
| Italian | 44 (2,966) | 174 (14,577) | 25 (3,001) | 27 (1,496) | 66 (2,034) | 2 (78) | — | 4 (447) | 342 (23,599) |
| Japanese | — | 2 (197) | — | — | — | — | — | 1 (14) | 3 (211) |
| Khmer | — | 3 (130) | — | — | — | — | — | — | 3 (130) |
| Kurdish | 1 (24) | — | — | — | — | — | — | — | 1 (24) |
| Lao | 1 (92) | 2 (22) | — | — | — | — | — | — | 3 (114) |
| Latvian | 2 (93) | 1 (104) | 1 (21) | 1 (84) | 1 (16) | — | — | 1 (11) | 7 (329) |
| Lithuanian | 1 (38) | 2 (59) | — | 3 (56) | — | 1 (11) | — | — | 7 (164) |
| Macedonian | 8 (437) | 15 (829) | — | — | 2 (67) | — | — | 2 (72) | 27 (1,405) |
| Malay | — | — | — | 1 (23) | — | — | — | — | 1 (23) |
| Maltese | — | 5 (322) | — | — | — | — | — | — | 5 (322) |
| Pakistani | 1 (32) | — | — | — | — | — | — | — | 1 (32) |
| Polish | 7 (266) | 13 (465) | 2 (71) | 10 (221) | 2 (56) | 2 (81) | — | 1 (37) | 37 (1,197) |
| Portuguese | 11 (547) | 2 (59) | — | 1 (40) | — | — | — | 1 (17) | 15 (663) |
| Russian | 6 (566) | 3 (61) | — | 4 (206) | — | — | — | 1 (27) | 14 (860) |
| Serbian | 10 (532) | 4 (106) | — | 2 (94) | 1 (39) | — | — | 1 (20) | 18 (791) |
| Serbian-Croatian | 1 (41) | 2 (171) | 2 (59) | 2 (29) | — | — | — | — | 7 (300) |
| Slovak | — | — | — | 1 (17) | — | — | — | — | 1 (17) |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Slovene | 2 (49) | 5 (132) | 1 (10) | 2 (59) | — | — | — | 1 (11) | 11 (261) |
| Spanish | 18 (875) | 9 (932) | 5 (179) | 1 (55) | — | — | — | 3 (180) | 36 (2,221) |
| Swedish | — | 1 (23) | — | — | — | — | — | — | 1 (23) |
| Syrian | — | 1 (34) | — | — | — | — | — | — | 1 (34) |
| Tamil | 1 (47) | 2 (27) | — | — | 1 (26) | — | — | — | 4 (100) |
| Thai | — | 1 (14) | — | — | — | — | — | — | 1 (14) |
| Turkish | 15 (796) | 30 (1,667) | 1 (30) | 1 (76) | — | — | — | — | 47 (2,569) |
| Ukrainian | 7 (267) | 6 (425) | 1 (18) | 1 (180) | 1 (34) | — | — | 1 (28) | 17 (952) |
| Urdu | 2 (17) | — | — | — | — | — | — | — | 2 (17) |
| Vietnamese | 5 (202) | 3 (103) | 1 (106) | 7 (375) | — | — | — | 1 (59) | 17 (845) |
| Yiddish | — | 2 (102) | — | — | — | — | — | — | 2 (102) |
| **Total** | 394 (24,517) | 520 (37,660) | 58 (4,307) | 185 (7,359) | 87 (2,883) | 8 (345) | 1 (216) | 33 (1,862) | 1,286 (79,149) |

Source: Commonwealth Schools Commission

*Notes*

Schools: Where an organisation teaches more than one language and it is not clear whether a school teaches one language only or several languages — it has been listed for each language the organisation teaches. The total of different locations is thus slightly lower than 1,286.

Students: Where an organisation is teaching more than one language and it is not clear which students are learning which language, an average has been taken.

a number of approaches and levels have been established and the program has improved and developed the relationship between schools and communities; and recognised the significant contribution of ethnic schools.

51. While there are indications of significant progress, an assessment of this achievement must remain qualified. The Multicultural Education Program has had an undoubted impact upon Australian schools and systems in raising the awareness of schools and communities of multicultural issues, and stimulated other programs not directly attributable to the MEP. However, the available data limits this to only a general assessment.

52. Within the MEP itself, existing information about projects and activities is fragmentary and varies considerably between States. There is a lack of systematic and detailed information about the nature and purposes of projects; their impact in terms of continuity and incorporation into school programs; the details of project expenditures; and lack of information exchange about projects and outcomes between systems and States. In relation to national projects conducted by the Schools Commission, the ERDC and the CDC, the results to date have been disappointing. Few projects have been completed.

53. The Report considered that 'no judgment on the effectiveness of programs funded by governments can be made nor can the development of programs in future be adequately carried out unless relevant, accurate and up-to-date information is made available to the bodies responsible for policy and action' (para.3.11). In *Recommendation 4* it proposed measures to be taken for the collection and analysis of financial and educational information for planning and evaluation purposes for both the CMEP and multicultural education. The lack of progress under this recommendation has not assisted overcoming the problems faced by the MEP. This Evaluation considers there is a need for further action to meet the objectives of *Recommendation 4*.

54. Despite the limited and fragmentary data available, a number of issues relating to the future of the Program need to be resolved. These relate to the funding of community language projects, curriculum and materials development, and education research in multicultural education, as well as the the longer term relationship of the MEP to general Schools Commission programs.

55. The potential to develop broader initiatives and to encourage 'imaginative experiments' as envisaged by the Report has been limited by the use of some MEP funds to supplement recurrent expenditure. Such a use of funds was not intended by the Report, and should be discouraged in future. In particular, the Evaluation notes that MEP funds have been used in the past to substitute for recurrent funding in the payment of teachers' salaries in some States, particularly for community language teaching. This is quite inappropriate to the intention of the recommendation.

56. The Evaluation has noted considerable demand for community language teaching from both schools and MECCs. This area is of great significance to multicultural education and the Evaluation considers support should be directed to projects for curriculum and materials development for community languages in keeping with the impetus of the MEP.

57. The Schools Commission has indicated a desire to see half of MEP funds used exclusively for community language initiatives in 1982 and 1983 and a 'balance' is suggested between support for community languages and general activities. In order to encourage community language projects, this Evaluation

endorses the need to make a clear allocation between this area and multicultural education projects. Accordingly, it is recommended that:

> *Guidelines for the Multicultural Education Program should be adjusted to allocate funds equally between community language and multicultural education activities, and should ensure that funds are used for seeding purposes only.*

58. Since 1974, the Schools Commission has funded a Special Projects Program aimed at supporting individual projects of national educational significance. Projects are directed at areas of special need, generally not catered for by other Commonwealth special purpose programs. Currently, funding is being provided in seven major areas or elements of need. There appears to be no reason why the funding of national-level multicultural education projects and research should be funded any differently from other national-level projects. Accordingly, the Evaluation recommends that:

> *The present funding of Projects of National Significance should be transferred to the Schools Commission's Special Projects Program at a level of $328,000 per annum; and it should support a multicultural education and community languages element.*

Funding should be aimed at the development of teaching materials and curricula and assisting schools to develop more appropriate and relevant resources. At least 50% of the funds should be reserved for activities directed towards community language teaching.

### Longer-term Requirements

59. Funding through the MEP is intended to provide impetus and to encourage the development of resource materials and exemplary projects which will provide the basis for the subsequent inclusion of multicultural elements within the general curriculum. As such, the MEP is an example of special purpose funding that should not be expected to remain on a continuing basis. Once sufficient impetus has been provided, particularly through the development of curricula and materials, multicultural education should be funded out of the general recurrent education budget as it represents an area that has relevance across the whole curriculum and to which systems have made a commitment of a total curriculum response.

60. By 1984, schools will have had five years to develop initiatives and to establish multicultural programs on a permanent basis. While this Evaluation has found some indication of the positive impact of funding, the failure to implement *Recommendation 4* has meant that little data has been collected by the Schools Commission to assess the impact of this Program over the past three years.

61. The Evaluation notes the Schools Commission's recently expressed concern that 'it is time for the whole language teaching situation to be reassessed' (1981, p.116). The Commission has indicated in its *Recommendations for 1983* that it plans to undertake a review of the operations and objectives of the English as a Second Language, Multicultural Education and Ethnic Schools Programs. That review should include an assessment of the developments that have occurred in government and non-government schools; of the impact these developments have had on the school curriculum and of the initiatives of a permanent nature which have been adopted by schools. Information provided by such a review is needed by the Commonwealth Government in order to determine funding allocations; by the State MECCs in order to administer funds; and by the schools themselves. An important part of this review should be to examine the present operations and future development of community language programs at

the school level. The Evaluation considers that, as this takes place, the Schools Commission should take into account developments in and implications for a national language policy.

62. A major purpose of that review should be to examine whether the 5-year period ending in 1984 will prove to have been a sufficient period for initiatives funded under the Multicultural Education Program to have become integrated as part of normal school programs. The long-term result of the MEP should be to ensure that multicultural education is an integral part of the school curriculum at all levels, and should share in the permanent funding basis provided to other regular school programs. With these considerations in mind, this Evaluation recommends that:

> *The Schools Commission should broaden its current review of the operations of the Multicultural Education Program to include an evaluation of the impact of the Program on school curricula and programs including:*
>
> - *an assessment of the developments undertaken in multicultural education through Multicultural Education Program funding*
> - *an evaluation of the impact of these developments*
> - *an assessment of future community language teaching needs*
> - *a phased program for multicultural education and community language teaching to be met by recurrent funding to schools.*

63. The Schools Commission has recommended the allocation of $3.78m in 1982 and $3.87m in 1983 to the MEP, excluding funding for national projects. The Evaluation recognises the need to fund individual initiatives over the next two years, especially in areas currently receiving less support. It suggests that State MECCs should give preference in this period to proposals for funding of projects relating to community languages and bilingual education.

## Courses for Professionals

64. The Report gave high priority to increasing migrants' effective access to professional services both through giving overseas-trained professionals an opportunity to gain recognition, and by increasing provision for the pre- and in-service training of professionals which would give them a greater awareness of Australia's diverse cultural backgrounds and community languages. *Recommendation 48*, dealing with pre-service training in tertiary institutions, is examined later in this chapter. *Recommendation 37*, dealing with the extension of the functions of the Committee on Overseas Professional Qualifications (COPQ) is not examined in this Evaluation, in view of the establishment of the Committee of Inquiry into the Recognition of Overseas Qualifications. *Recommendation 14* of the Report provided that:

> Professionals, including those studying and those currently in practices in areas with large migrant clienteles, should receive assistance in obtaining, or upgrading, language skills and understanding cultural differences.

65. Two three-month courses were proposed for 1978/79 and four courses in each of the following two years. Each course was to cater for 20 students receiving a living allowance equivalent to unemployment benefit. The ten courses were expected to cover 200 students at an estimated cost of $320,000 over three years.

66. The Report also addressed itself to the encouragement of overseas qualified professionals to undertake appropriate pre- and in-service training in order to attain recognition of their qualifications and obtain employment in their fields of expertise.

67. To this end, it suggested that 'relevant registration boards, tertiary institutions and professional bodies develop pre- and in-service training opportunities, in addition to, or instead of, bridging courses to enable professionally qualified migrants to become recognised and employed (para.4.7).

68. Finally, the Report recognised the language and cultural difficulties some young adults faced in obtaining admission into courses. It sought to encourage the children of migrants to undertake tertiary courses by suggesting that ethnic organisations, working with parents and teachers, encourage adolescents and young adults from migrant families to undertake tertiary courses.

## Implementation

69. Responsibility for implementing *Recommendation 14* has rested with the Language Teaching Branch of the Commonwealth Department of Education, which has emphasised involvement at State level. Hence, each State has a 'Galbally 14' Planning or Steering Committee with a Department of Education Chairman and Secretariat. The steering committees' composition, function and role has been variously interpreted. Significant differences exist in committees' involvement with soliciting and vetting course proposals; advertising courses and selecting participants; organising and administering courses; evaluating the effectiveness of courses; exploring new initiatives; and in forward planning.

70. Currently, the Department of Education organises *Recommendation 14* courses through a number of institutions and bodies including universities, colleges of advanced education, teachers colleges, professional organisations, state government immigration and health authorities, hospitals, churches and ethnic communities and organisations. With the exception of South Australia, which regularly offers a number of language courses to professionals, courses are rarely repeated from year to year. Each course tends to focus on different target professional groups and/or languages.

71. **Course Structures** The 3-month full-time intensive courses proposed by *Recommendation 14* were not pursued. Professional bodies did not consider it financially or professionally feasible for self-employed professionals to attend a three-month full-time course. Consequently, the Government endorsed a combination of part-time and full-time courses.

72. At the end of 1981, approximately 162 courses involving over 3,200 participants had been completed (see Table 7.5). The courses involve an average cost of $130 per student, compared with $1,600 per student under the original costing. Expenditure over the three years amounted to $323,388, closely comparable to the Report's estimate.

73. **Target Group** The Report's specified target group was professionals studying and practising in areas with a large migrant clientele. Complete and accurate student lists were not kept for all courses and there is no available data which would allow determination of the proportion of participants who had a large migrant clientele.

74. It is clear, however, that there has been a distinct imbalance in the professions participating. Most have been from the para-medical, welfare and education fields. Medical, legal and dental professions have been conspicuously absent. There has also been participation by occupations not identified by the

**Table 7.5:** Number of Recommendation 14 Courses provided between 1 July 1978 — 30 December 1981*

| *State* | *General Language* | *Limited Communicative Competence* | *Cultural* | *Total* |
|---|---|---|---|---|
| NSW | 7 | — | 20 | 27 |
| Vic | — | 12 | 16 | 28 |
| SA | — | 66 | — | 66 |
| Qld | 2 | — | 9 | 11 |
| WA | — | 7 | 7 | 14 |
| Tas | 1 | — | 9 | 10 |
| NT | 1 | — | — | 1 |
| ACT | — | — | 5 | 5 |
| **Total** | 11 | 85 | 66 | 162 |

Source: Commonwealth Department of Education

*This includes a number of courses in SA offered in 1981/82.

Report, including clergymen, police, management personnel and public servants employed as counter staff.

75. The consequences of this greater openness of courses compared with the initial target group include the tendency for courses to attract those already receptive to multiculturalism and for courses to the occupationally heterogeneous.

76. **Course Content** Courses were either language-oriented or culturally based. The Report emphasised the need for professionals to obtain and upgrade their language skills and gain an understanding of cultural differences. The availability of course-type depended largely on State choices. Specific professional language courses were predominantly offered in South Australia with some in Victoria and Western Australia. Most States, however, offered courses in cultural awareness and sensitisation.

77. **Course lengths** Information on course lengths was available for only 43 of the 162 courses offered between July 1978 — December 1981. This information indicates that the general language courses had the highest average length — over 80 hours extending over 3 months and were predominantly part-time. The majority of language-based courses (89%) were limited communicative competence (LCC) courses imparting some language skills in a specific professional context. These appear to have been run over 15 weeks for approximately 22 hours. Cultural courses varied considerably from 2 — 20 days.

78. LCC courses, representing 52% of all courses, taught a minority of *Recommendation 14* students. The information is not precise on this point but actual numbers appear to be between 500 and 800. Some general language courses were offered but these have virtually been discontinued due to the difficulties involved in teaching general language in a limited period and the negative reaction of students who felt courses did not provide them with immediately useful language for the professional context in which they practise.

79. The majority of students (over 2,400) completed cultural awareness programs which seek to raise participants' awareness of the cultural backgrounds of various ethnic groups. The culturally based approaches ranged from seminars and workshops, to radio programs to be used as a resource in pre- and in-service courses.

80. **Responses to courses** The Evaluation conducted a survey of course organisers and participants to gauge their responses to the 1981 courses. Information received from 42 organisers and 119 participants was used to update an earlier study and generally supported its findings.

81. Participant response to both language and culturally oriented courses was positive and the demand for such courses remains high. However the reaction to both types of course varied considerably.

82. Of those surveyed who attended a cultural awareness program in 1981, 41% found the courses helpful or very helpful in providing a basis for action in their professional practice; 27% quite helpful and 29% not helpful. Interviews found that only 25.6% of participants in cultural awareness courses were convinced that the course had actually enabled them to cope more effectively with their professional work.

83. Of participants in language-oriented courses in 1981, 55% found them to be helpful or very helpful for professional practice; 20% quite helpful; and only 21% not helpful. It is notable that a higher percentage (30.3%) of language participants claimed the course had extended their knowledge of another culture compared to those completing cultural awareness courses (18.5%).

## Conclusions and Recommendations

84. On balance, the conclusion must be reached that the initiatives under *Recommendation 14* have been worthwhile. Nonetheless, the target has shifted from that originally intended: few dental, legal and medical professionals have participated, and the coverage of professionals with large numbers of migrant clients is unknown.

85. Moreover, the evidence suggests that some aspects of *Recommendation 14* have not been pursued with great vigour. Those in training have been virtually ignored except in South Australia. The upgrading of language skills and understanding of cultural differences has been little recognised except in the Department of Social Security's Melbourne-based Language Upgrading Project. The favoured interpretation of the recommendation has led to the provision of community language and/or cultural awareness courses with course organisers assuming little or no language knowledge or cultural awareness on the part of participants.

86. Currently, the *Recommendation 14* courses are organised on an irregular basis by the Department of Education through a number of institutions. There is a need for greater stability in the location and operation of courses. Technical and Further Education (TAFE) colleges provide regular training to practising professionals, and *Recommendation 14* type courses should be an integral part of that structure. This would give the program a degree of permanency and would enable it to share in the resources and professional support available to the TAFE sector. It is therefore recommended that:

> *Cultural awareness and language courses should continue to be offered to professionals and paraprofessionals within the appropriate stream of Technical and Further Education.*

The expenditure on these courses within TAFE should at least maintain current levels, and should be met by existing funds, rather than through any additional funds being provided.

87. **Pre- and In-service Training for Overseas Professionals** In relation to registration bodies, tertiary institutions and professional bodies developing pre- and

in-service training to enable professionally qualified migrants to become recognised and employed, progress has been slow and uneven. COPQ has discussed this issue with a number of these bodies and while the idea has been endorsed in principle, the action taken has been limited. Few professional and registration bodies actually provide pre-service courses for migrant professionals and few such courses are available in tertiary institutions. This issue is however being examined by the Committee of Inquiry into the Recognition of Overseas Qualfications.

88. **Ethnic Communities** The proposal that ethnic communities should work with parents and teachers to encourage young migrants to undertake courses, has been supported by a number of communities which have established, for students and parents, counselling services on educational opportunities within tertiary institutions. One community in Melbourne has sought to encourage health institutions to accept bilingual students into nursing and physiotherapy courses, while another has organised for teachers career nights given by bilingual professionals. The Evaluation strongly supports these efforts.

## Tertiary Education

89. In the tertiary education sector, the Report's particular concern was to ensure that graduates of professional, client-oriented courses acquired appropriate skills and knowledge to assist effectively clients of non-English-speaking backgrounds. Its proposals were aimed at improving the quality of existing professional courses, at widening access to these courses by migrants, and at facilitating the recognition of professionally qualified migrants. In *Recommendation 48* the Report proposed that:

> The Tertiary Education Commission should approach all tertiary institutions with a view to having components in the cultural background of the ethnic groups included in appropriate professional courses; such components should also include segments on the need for and use of interpreters.

90. The Report suggested that 'the Tertiary Education Commission should emphasize to colleges and universities that migrants need to have access to various stages of their courses and that colleges and universities should make it easier for migrants to have access to these courses whenever possible' (para.7.[illegible]). The Report also noted that 'there may be scope for tertiary institutions to consider modifications to entrance requirements for migrants for some courses' (para.4.8).

### Implementation

91. The Commonwealth Tertiary Education Commission (CTEC) drew attention to *Recommendation 48* and the suggestion regarding migrants' access to courses in its *Report for the 1979-81 Triennium*, (1978, paras. 1.50-1.52). In January 1979, the Commission wrote to all universities and State co-ordinating bodies responsible for advanced education, drawing their attention to *Recommendation 48* and the related suggestion, and sought advice on their attitudes to the issues the Report raised.

92. Tertiary institutions' replies indicated that they regarded the recommendation's objectives as important, acknowledged the value of a multicultural approach in professional courses and pointed to a considerable level of activity in multicultural studies particularly in teacher education. Difficulties were

raised however 'in relation to over-crowding of the curricula of professional courses and the many pressures from other interest groups for the inclusion of special material'.

93. The Commission has advised that it 'has not attempted to collect data specifically on multicultural courses within professional education courses' or taken further action on implementing *Recommendation 48*. In relation to modifying entrance requirements for migrants to tertiary institutions, the CTEC has observed in its *Report for the Triennium 1982-1984* 'that institutions have adopted more flexible admission policies in recent years, particularly in relation to mature age entry' (1981a, p.153).

94. It is clear that, despite the limited ambit of *Recommendation 48*, implementation has not been satisfactory. This is however, in many respects symptomatic of the tertiary systems' slowness in responding to the changes that have taken place in Australian society's ethnic and cultural character over the past 30 years. In this respect, the Evaluation considers the Report's concern with the more effective training of the traditional professions, while important, was too narrowly focused. The responsiveness of tertiary institutions to the multicultural character of Australian society needs to be enhanced across a much broader front.

95. It is important to a multicultural society that tertiary institutions incorporate multicultural perspectives into their curricula. Tertiary education provides the parameters within which intellectual discourse takes place. Its teaching and research functions are a major means of recognising, maintaining and developing cultural values. The graduates of the system provide essential services to society and contribute to the formulation and implementation of public policies. They play a significant part in forming public opinion and they educate the teachers of Australian children. Without the active participation of the tertiary education sector, the pursuit of multicultural goals will be limited.

96. Perhaps more importantly, from the perspective of the tertiary sector itself, a less than adequate response to the realities of Australian society is a shortcoming in the degree to which that sector strives to achieve its professed purposes and aspirations.

97. These purposes have been well outlined by the Australian Universities Commission (1975) in a statement that while specifically directed at universities broadly applies in general terms to other tertiary institutions: 'the purposes for which [universities] are founded and for which society continues to maintain them, include the preservation, transmission and extension of knowledge, the training of highly skilled manpower and the critical evaluation of the society in which we live'.

98. **The Preservation, Transmission and Extension of Knowledge** Insofar as this goal relates to knowledge about Australian society it needs to reflect the fact of Australia's ethnic and cultural diversity. Adequate and comprehensive pursuit of this goal requires the system to preserve, transmit and extend knowledge about the groups comprising our society and the cultures, history and literature that are part of Australians' knowledge about themselves. The absence of adequate opportunities to study and research such issues means that the tertiary sector's knowledge goals are not being effectively met.

99. **Training Skilled Manpower** The sector has specific responsibility for the education and preparation of teachers for the multicultural classroom, as well

as training in the specialist areas of English as a Second Language, community languages and bilingual education. Many professions and vocations requiring tertiary preparation have strong social as well as technical dimensions. Courses in client-centred occupations such as education, law, health and social work need to make their students aware of the significance of the cultural dimension of their clients' needs. In particular, there needs to be an understanding of the impact of the migrant experience on clients' problems and the professionals' response to them. There is also a need to develop skills in communicating with people from diverse linguistic and cultural backgrounds as well as acquiring knowledge about the resources available in the community to assist in resolving their problems.

100. **Critical Evaluation of Society** The immigration to Australia of people from many countries has been a central element in our social, political and economic development. It raises fundamental issues of national cohesion, of the appropriateness of the institutional response to diversity, as well as constituting an essential element of disciplines seeking to understand Australian society. Any attempt to evaluate our society critically without an appreciation of its cultural and ethnic diversity is not only partial but inadequate.

101. It is apparent therefore that the objectives of multicultural education are consistent with the goals of tertiary institutions themselves. Indeed, the continued relevance of tertiary institutions within this society requires an adequate response to the needs of the multicultural society within which they operate.

102. **Professional and Vocational Education** The Institute's *Review of Multicultural and Migrant Education* found that little progress had been made in adequately preparing students training for specific professions and vocations with the skills and knowledge needed for practising in a multicultural society. While teacher education institutions had responded to a greater degree than other professions, developments in the area were uneven, isolated, and concentrated in particular fields and institutions.

103. The Review noted that more than 60% of multicultural units it identified were located in teacher education, yet only 20% of tertiary students are enrolled in these courses. The penetration of multicultural perspectives in the general training of all teachers had been limited, with the majority of units being electives and aimed at teachers who had already achieved the basic teaching degree or diploma qualification. The majority of these units were located in courses for primary school teachers. A major development noted by the Review was the spread of teacher-training courses in English as a Second Language. In 1980, 45 of the 64 teacher-training institutions examined, offered a separate unit in TESL at graduate or undergraduate level. However, the majority of these units were elective rather than compulsory units. A total of 18 tertiary institutions were identified as offering awards specifically oriented towards aspects of multicultural education. The majority of awards were in teacher education, but some were available to other professionals.

104. In the professional and vocational areas of law, medicine and health services and social welfare, the Review observed that while developments had occurred in specific institutions and departments, the response of tertiary institutions in these fields had been limited and uneven. In medicine, a few electives within Departments of Social and Community Medicine gave some consideration to the care of migrants; in social work there was an awareness of the need to train workers in serving clients with different ethnic backgrounds, but few relevant

units were available to students; in law, few subjects contained any substantial reference to the knowledge and skills required in practising in a culturally diverse Australian society. Generally, courses tended to be electives, offered in the latter years of study, and consequently to be marginal to the experience of most students.

105. An examination of developments since the Review, undertaken for the Evaluation, indicates that the situation has not changed significantly. Teacher education still remains the area where multiculturalism has had the greatest impact. The vast majority of such units in teacher training remain optional and of short duration. The typical pattern is a one- semester elective with two to three hours contact per week. Most units offered are in multicultural education and English as a Second Language, with fewer units being available in community languages, and hardly any in bilingual education. In the professional and vocational areas, developments in multicultural education are exceedingly limited.

106. **Generalist Education** The Review found that by contrast with some positive developments in teacher education, developments in courses of a generalist nature had been exceedingly limited. Fields of study which have as their objective the teaching of knowledge through which to understand society in general and Australian society in particular — politics, sociology, history and culture — have tended to lag behind developments in more applied disciplines. Again, the developments noted were few and the incorporation of multicultural perspectives into existing courses exceedingly limited.

107. **Community Language Teaching** Through the 1970s, a number of reports — the Report of the Working Party on Languages and Linguistics (1975), the Sixth Report of the Australian Universities Commission (1975), the CTEC Report for the Triennium 1979-1981 — had pointed to the limited provision in universities for community language courses. Little action was however taken by the relevant authorities to expand the available provisions.

108. The Institute's *Review of Multicultural and Migrant Education* (1980) found that while community language courses had grown substantially in the second half of the 1970s, this expansion had not been reflected at tertiary level, despite considerable indicators of demand including the increased number of students taking community languages at HSC level; increased applications for places in the available university community language courses; a changing pattern of enrolments in university language departments and courses; and studies of language preferences among tertiary language students.

109. Accordingly, it was recommended that the CTEC make available eight recurrent grants for establishing community language courses in universities to overcome the under-representation of certain community languages already taught and the lack of representation of others. This was accepted by the Commonwealth Government and extended to include Colleges of Advanced Education (CAEs).

110. The CTEC is currently implementing this expansion of tertiary community language provision. Twenty-seven proposals have been received, 15 from universities and 12 from CAEs. They cover 21 languages and a wide range of purposes from pure language study to vocationally oriented courses for interpreters and translators. In December 1981, approval was given by the Minister for Education for the introduction of 12 new language courses in 1982 covering

Polish, Vietnamese, Turkish, Maltese, Greek, Italian, Serbian, Croatian, Macedonian, Arabic, Portuguese and Pitjantjatjara. The proposed courses comprise a range of levels, purposes and target groups. The overall aim is to ensure wide access through external studies facilities and avoid duplication between institutions. The strong response by tertiary institutions to the CTEC Community Language Program in both the range of languages and the types of course proposals suggests that there is further scope for increasing provisions in community languages.

## Conclusions and Recommendations

111. From this discussion it is clear that as a whole the tertiary education sector has not responded as effectively as it might to the challenges posed by the changing nature of Australian society. Nonetheless, it is encouraging that in its advice to the CTEC for the 1982-84 Triennium, the Universities Council indicates its support for 'expansion of multicultural studies in a limited number of universities'. Specific courses in multicultural studies are presently offered and their augmentation is to be welcomed. However the basic strategy suggested by this Evaluation is the encouragement by the CTEC of widespread incorporation of multicultural perspectives and components within appropriate existing courses which already entail a considerable commitment of staff and resources.

112. The crucial body in improving the situation in the tertiary sector is the CTEC. The CTEC is legislatively required to pursue two objectives: the balanced and co-ordinated development of the provision of tertiary education in Australia; and the diversification of opportunities for tertiary education. In pursuing those objectives, the CTEC is constrained by a number of limits to its role:

- It is an advisory not a policy-making body.
- The major area of advice is financial assistance to tertiary education.
- Apart from limited Commonwealth powers, education is traditionally a responsibility of the States and the administration of educational services is a State matter.
- The universities formally and traditionally have high degrees of autonomy.
- In recent years, each of the States has adopted co-ordinating arrangements for post-secondary education (that vary in their impact on the autonomy of the tertiary institutions within each State) which the CTEC consults, as appropriate.
- Since 1977, the Commonwealth Government has issued guidelines with respect to the level of Commonwealth expenditure on education within which the CTEC must exercise its advisory functions.

113. Consequently, the CTEC generally responds to proposals initiated at State or institutional levels. Further, tertiary education institutions have maintenance needs that, especially in a period of stable funding, leave very little financial scope to respond to new initiatives proposed by institutions or those which the Commission itself might wish to sponsor. Consequently, the CTEC sees itself as exercising its influence at the margin. However, 'over a period of years this approach can bring about significant change in the total pattern of tertiary education' so that the Commission can be seen as exercising a 'major influence over the development of tertiary education'. In addition to such influence, the CTEC has also been responsible for implementing specific government initiatives, some of which it has itself sponsored by adopting the recommendations of CTEC-initiated enquiries, such as that on Community Medicine sponsored by the earlier Universities Commission.

114. Despite the constraints on its role, the fact remains that in pursuing its objectives, the CTEC is obliged to measure against its own standards the proposals put to it and the proposals it may seek to sponsor. Thus, the resultant decisions are not simply the sum of the many individual proposals made by independent institutions (as discounted to meet the Commonwealth Government's guidelines). The Williams Committee, for example, came to this conclusion: 'The effect of the arrangements for balanced development introduced after the Murray Committee reported in 1957 was that although the submissions of the universities played an important part in the formulation of the plans of the Universities Commission, once they were made and approved by the Government the universities had little opportunity to proceed with any of their own plans that were not consistent with the Commission's plans' (1979, 1, p.160).

115. The CTEC (1979) has discussed the factors that enter into its judgments in a statement to the Public Accounts Committee. That statement suggests that the CTEC makes trade-offs between the manifold objectives of tertiary education, the range of criteria that are used in making judgments and the kinds of data that inform these judgments. What is more elusive, however, is some indication of the weights that the various criteria attract from time to time in decision-making changes and the ways in which assessments are made in the trade-off calculations. Only the CTEC knows the weightings attached to the several criteria which influence its judgments. This in particular applies to those relating to community benefit, community attitudes, the demands and preferences of students, predictions about the likely needs for particular kinds of manpower and about the accessibility of tertiary education to various socio-economic and cultural groups.

116. It is clear that the tertiary sector has a particular responsibility to be responsive to the needs of the Australian community as a whole, and the exceedingly limited account it has taken of this is a matter of continuing concern. The Report's objectives remain both valid and unrealised, and this Evaluation believes there is an even more pressing need for a multicultural perspective to be reflected across the full range of courses in both professional and generalist education. Accordingly, this Evaluation recommends that:

> *The Commonwealth Tertiary Education Commission should pursue with tertiary institutions steps to ensure that multicultural perspectives and components are introduced into tertiary courses.*

117. **Research** The Evaluation further notes that multicultural education requires two types of research: educational research and basic research. The former was until recently sponsored by the Education Research and Development Committee (ERDC); the latter is part of the normal function of universities. Basic research will provide understanding and knowledge of Australian society, which is valuable for its intrinsic merit and because it provides the basic teaching material for incorporation in multicultural components in the teaching programs at primary, secondary and tertiary levels.

118. With the winding down of the operations of the ERDC, a major gap has emerged in funding provisions for education research. In view of the prime importance of continuing research into multicultural education, it is essential that national funding of such research be provided for. The Australian Research Grants Committee (ARGC) is the appropriate body for the selection of academic projects to be funded by the Commonwealth, and as such, should assume responsibility for the funding of projects of excellence in multicultural education. Currently the ARGC funds a wide variety of both theoretical and applied research projects including many from the humanities, economics and social science disciplines. Few current projects within these areas can be described as

immediately related to research into community languages or multicultural education. The Evaluation considers that support for research into multicultural education should now lie with the ARGC and it is recommended that:

> *The Australian Research Grants Committee should assume responsibility for funding of research projects into multicultural education and should fund such projects from its allocations for research in the humanities, economics and social sciences.*

## Co-ordination

119. In 1978, a number of Commonwealth agencies had responsibilities in multicultural education, including the Department of Education, the Schools Commission, the Tertiary Education Commission, the Curriculum Development Centre, and the Education Research and Development Committee. The Report foresaw overlap in the work of these bodies, and in contacts with schools, and believed it was necessary to ensure that Commonwealth activity in encouraging multicultural education was co-ordinated. *Recommendation 47* proposed that:

> Formal machinery should be established at Commonwealth level to co-ordinate Commonwealth policies and programs, and relationships with schools and school systems, in relation to multicultural education.

120. Progress against this recommendation has been very limited. In 1979, the Committee on Multicultural Education recommended that a national advisory committee on multicultural education and an information exchange be established. Neither of these recommendations have been implemented.

121. Agencies and programs in the area of multicultural education have proliferated over the last decade and even more so since the Report was completed. Although Commonwealth and State agencies are involved in both sets of activity, in the main, Commonwealth involvement is with policy, advisory and funding initiatives, while the States carry the responsibility for the delivery of educational services. This fragmented pattern — involving several departments, many branches, agencies and committees at both Commonwealth and State levels, uneasily sharing policy, consultative, advisory, co-ordinating and operational responsibilities — has emerged in typically incremental fashion.

122. Advancing government policies on multicultural and migrant education is a complex and continuing task involving all sectors of education. The professional support that is required includes curriculum and materials development, teacher development at both pre-service and in-service levels, and research. While the Report particularly focused concern on schools and school systems, there are activities in migrant and multicultural education that encompass schools through the Multicultural Education Program and English as a Second Language Programs; tertiary institutions and the CTEC; the various bodies involved in the Adult Migrant Education Program; and the Australian Research Grants Committee.

123. All education sectors and systems now have multicultural education programs. Many are conducted by public sector school systems, financed from the general funds available to State governments, and supplemented by Commonwealth educational grants and specific purpose grants. Programs are conducted also in Catholic and other independent schools, financed in various ways but including significant contributions from State and Commonwealth governments.

124. The tertiary education sector has given limited attention to goals in this area. Moreover, apart from its participation in the general co-ordinating discus-

sions within the Commonwealth Education portfolio, the CTEC does not have access to its own source of advice on multicultural education matters. In the main, such tertiary education programs are financed as part of the general funding of the post-secondary sector, with dominant financing provided by the Commonwealth Government.

125. Two Commonwealth portfolios — Education, and Immigration and Ethnic Affairs — play major roles in channelling support or supervising the conduct of programs. That of Education, embracing associated agencies, is responsible for the transfer of funds while the Department of Immigration and Ethnic Affairs arranges for the conduct of adult migrant education courses by agreement with State Education Departments and other institutions.

### Advisory Mechanisms

126. Many of the agencies discussed in this chapter are themselves primarily advisory bodies, created specifically for the purpose of advising the Government on programs to be pursued within their particular spheres of operation. Although they may also be involved in consequential administrative actions, the Commonwealth Schools Commission and the CTEC, for example, are primarily of this kind. Departments of State, of course, are traditionally the principal sources of advice to Ministers although the weight of activity in many departments is on their administrative and operational responsibilities. The Departments of Education, and Immigration and Ethnic Affairs are clearly policy advisory bodies of considerable importance.

127. The advisory bodies themselves frequently need to be advised when a matter falls outside their immediate area of expertise; when there is a need to gain access to divergent views; when the views and opinions of particular groups are difficult to ascertain; and when they need to gain a longer-term or more detached view. Many techniques have been utilised to gain such additional inputs to the advisory process: ad hoc committees, standing committees on particular aspects of a policy area, the engagement of consultants, mounting research studies or commissioning special enquiries. Many of these techniques also serve additional purposes, for example, they may also facilitate the processes of co-ordination or may satisfy an important need for community participation by, and consultation with, the affected parties.

128. However, despite the existence of a number of advisory mechanisms and networks of advisers, the advisory process contains no agency with an overall responsibility for formulating advice on the needs of multicultural education across the educational spectrum — government and non-government, primary, secondary and tertiary.

129. The dominant picture, resulting from this Evaluation, of agencies and programs in multicultural education is that activity, effort and commitment of resources is severely circumscribed by the lack of any sustained organisational focus or coherence. The difficulties arise because the various aspects of multicultural education are separated from one another. The continuing pursuit of the Government's objectives suggests that advances need to be made in all these aspects in a well-phased and co-ordinated way. There is little point embarking on a program to introduce multicultural perspectives into general studies programs in schools, for example, in concentrating on teacher training and teacher attitudes, when curriculum and materials development have not proceeded concurrently. Nor does there seem point in the central development

of curriculum and materials, remote from the individual teachers. Nor, against the background of our present limited knowledge about Australian multiculturalism, should materials development proceed without close association with research into multicultural education.

130. This Evaluation considers that the need to co-ordinate policies and programs identified in the Report remains central, and in endorsing this area believes that the whole range of educational activities for migrants and for a multicultural society are too piecemeal and fragmented. Chapters 4 and 5 have shown that in the teaching of English for adult migrants there is a lack of knowledge about what is happening and what needs to be done. These problems are equally evident in the area of multicultural education in schools, and in the responses to the multicultural nature of our society at all levels of the educational system. Accordingly, it is recommended that:

> *A National Advisory and Co-ordinating Committee on Multicultural Education should be established with responsibilities outlined in paragraph 131.*

131. The functions of the Committee should be to:

- advise the Minister for Education on matters relating to multicultural education
- co-ordinate, monitor and review the activities of the state Multicultural Education Co-ordinating Committees and the projects which they support
- determine an appropriate procedure for information exchange on multicultural education and put that procedure into practice.

# Financial Appendix

**Multicultural Education in Schools**

(a) The Report recommended that the Commonwealth should allocate $5m for multicultural education over a 3-year period (commencing 1979). Prior to 1979, funds for multicultural education were provided to the States under the general program for the teaching of English as a second language. The Report anticipated that the additional $5m would provide an approximately three-fold increase (over the three years) on Commonwealth expenditure on multicultural education in 1978 (about $1.5m per annum).

(b) A Committee on Multicultural Education, appointed by the Schools Commission to advise on the allocation of the funds, recommended that this program be administered by respective State Committees, with membership drawn from government and non-government school authorities, teacher organisations and ethnic communities. Expenditure was $5.87m over the three years.

(c) The Committee also recommended that funds be made available to the Education Research and Development Centre to research multicultural education and to the Curriculum Development Centre to produce and distribute relevant curriculum materials in 1980 and 1981. $87,000 was made available to the ERDC and $108,000 to the CDC.

(d) Total expenditure on grants for multicultural education in schools, and ERDC and CDC projects was $6.06m, compared to the Report estimates of $5.0m (see Table 7.6).

**Courses for Professionals**

(e) The Report recommended that students and practising professionals, in areas with large migrant clienteles, should receive assistance in obtaining, or upgrading, language skills and understanding cultural differences through full-time courses provided during university vacation periods. The Report costed this recommendation at $320,000 covering salaries of lecturers and tutors, books etc. and living allowances.

(f) During the 3-year period, three full-time courses, 75 part-time courses, and 36 full-time seminars were conducted, compared with the Report's recommendation for 10 full-time courses. Government approval was given to the change from the recommended full-time to part-time courses. No expenditure was incurred on living allowances as envisaged in the Report, but these 'savings' were used to expand part-time tuition. The total expenditure for tuition and associated costs was $323,000, compared with $320,000 recommended.

**Table 7.6: Multicultural Education: Recommended and Actual Expenditure**

| *Item and recommendation Number* | | *1 Recommended Additional Expenditure 1978/79 to 1980/81* $'000 | (%) | *2 Actual Expenditure 1978/79 to 1980/81* $'000 | | (%) | | *3 Difference: Actual and Recommended Additional Expenditure* $'000 |
|---|---|---|---|---|---|---|---|---|
| 45 | Schools Commission | | | 1,855 | | (29.1) | | |
| | NSW | | | 1,516 | | (23.7) | | |
| | Vic | | | 793 | | (12.4) | | |
| | SA | | | 519 | | (8.1) | | |
| | Tas | | | 480 | | (7.5) | | |
| | ACT | | | 172 | | (2.7) | | |
| | NT | | | 90 | | (1.4) | | |
| | National Level Projects | | | 64 | | (1.0) | | |
| | | | | 378 | | (5.9) | | |
| | Education Research and Development Committee | | | 87 | | (1.4) | | |
| | Curriculum Development Centre | 5,000 | (94.0) | 108 | 6,062 | (1.7) | (94.9) | +1,062 |
| 14 | Courses for Professionals | 320 | (6.0) | | 323 | | (5.1) | +3 |
| **Total** | | $5.320m | (100) | | $6.385m | | (100) | +$1.065m |

*Notes*:
All expenditure, except courses for professionals, relates to calendar years.
Expenditure in 1978 on multicultural education ($1.5m) is included as part of the CMEP at Table 6.6.

CHAPTER 8

# Bilinguals, Translator and Interpreter Services

*Bilingual staff in the Australian Public Service. Linguistic Availability Performance Allowance. Recruitment policies. Translator and Interpreter Services. NAATI registration, approval of courses and testing. Demand on the Telephone Interpreter Service, including translation services. State-based services.*

1. English is the official and major language of Australia. In almost every area of society, those who cannot communicate fluently in English are placed at a significant disadvantage. Their access to government and non-government agencies, and to vital services such as health and law, is severely restricted. They are handicapped in their ability to understand and participate in the political, economic, cultural and social life of the community at large.

2. The Report, while placing highest priority on English-teaching programs, recognised that 'there will always be a significant proportion of people in the community who do not speak English well'. A two-fold strategy was proposed to assist these people gain access to programs and services. The Australian Public Service was to be encouraged to make greater use of bilingual personnel, both to improve its own services and to set the lead for State and private organisations. Secondly, as well as extending and improving its own interpreting and translating functions, and assisting the States in this field through a cost-sharing program, the Commonwealth was to facilitate the establishment of appropriate standards for the profession.

## Background

3. The Report expressed a strong preference for bilingual staff rather than interpreters because they provided a service which was quicker, cheaper, more effective and preferred by migrants. To encourage greater use of bilingual staff in areas of need, *Recommendations 13 and 14*, examined in Chapter 5, proposed language courses and assistance for professionals and sub-professionals, while *Recommendation 12* provided that:

> All Commonwealth departments and authorities should identify positions where a significant proportion of the working time could be spent dealing with clients who speak a language other than English; and that these positions should be staffed by officers proficient in the designated community language who would receive a language allowance.

4. In terms of the central objective of improving migrant access to services, it was felt that the proposal would lead to a more effective use of Commonwealth personnel by giving recognition to language skills where they were needed,

attract suitably qualified personnel to those areas, and hopefully encourage similar development in other government and private sector employment.

5. Estimating that about 400 positions in Commonwealth departments and authorities required some interpreting or translating skills, the Report recommended that the Public Service Board determine the amount to be paid as the allowance, but for costing purposes it set it at $600 per annum, bringing the anticipated cost of the scheme to $540,000 over the 3-year initial period.

6. The Report recognised that even with a major improvement in the provision of bilingual services, a need for considerable resources in interpreting and translating services would remain. It noted that while such services were provided by different spheres of government and by the non-government sector, there were still 'many occasions when migrants may have to bring a friend or relative to act as an interpreter for them'.

7. Australia's ethnic communities expressed a strong demand for improved translating and interpreting services, but the development of the profession in Australia was seriously hindered by a lack of accepted standards. The National Accreditation Authority for Translators and Interpreters (NAATI) was created in 1977 to establish such national standards and to promote the development of additional interpreting and translating courses.

8. The Report gave its full support to NAATI, stressing the need for the employment of interpreters and translators to be in accordance with its standards and requesting the Commonwealth Government to take the lead in this field through its own employment policy.

9. Most Commonwealth interpreter and translator services were provided through the Telephone Interpreter Service (TIS) and the translation units of the Department of Immigration and Ethnic Affairs (DIEA). TIS aimed to provide a telephone interpreting, information and referral service in a wide range of languages. In some situations, TIS arranged the attendance of an on-site interpreter. Both telephone and personal interpreting services were free to the client.

10. Recognising the strong support from migrants for TIS, the Report noted its inaccessibility to many of them. Accordingly, *Recommendation 15* provided that:

> The Telephone Interpreter Service should be extended to Hobart and Canberra during 1978-79, Newcastle, Whyalla and Geelong during 1979-80, and Darwin and Latrobe Valley during 1980-81.

11. The additional cost was forecast as $1m over the triennium and DIEA was also asked to consider the extension of TIS to country areas through the use of automatic switching equipment.

12. Although recognising that interpreting and translating tasks require significantly different skills, the Report felt that TIS and the translation units could be more supportive of each other. Therefore *Recommendation 16* stipulated that:

> The Telephone Interpreter Service and the translation unit should be combined into one unit within the Department of Immigration and Ethnic Affairs and the translation function of the translation units in New South Wales and Victoria be extended to those other areas where TIS operates.

13. Much of the need for translating and interpreting is in areas which are the primary responsibility of State governments, such as health, law and education, but the Report found only limited evidence of States providing such services. In

1977, the Commonwealth provided $2.4m to expand health interpreter services in the States and Territories. In order to stimulate a more general improvement of interpreting and translating facilities at this level, *Recommendation 17* provided that:

> The Commonwealth should introduce a new program to share equally with the States the cost of providing additional State-operated translation and interpreter services to meet the needs in areas of prime State responsibility and an extra $1.5m should be allocated to this purpose over the next three years. In the first year the Commonwealth should provide 100 per cent of the funds and thereafter funding should be equally shared with the States.

## Bilingual Staff

### The LAPA Scheme

14. In September 1978, the Public Service Board (PSB) introduced a payment known as the Linguistic Availability Performance Allowance (LAPA) for staff using languages other than English when dealing with the public.

15. By June 1981, there were 414 LAPA recipients, and applications for the allowance are still being submitted. Most recipients are located in three key service departments: approximately a third in DIEA and a quarter in both the Department of Social Security (DSS) and the Department of Employment and Youth Affairs (DEYA). Most are lower-level clerical staff or typists who tend to be used on an ad hoc basis to assist with counter enquiries.

16. Eligibility for the allowance generally requires staff to use their community language 'several times a week'. A recent survey of LAPA recipients in DSS found that half used their linguistic skills a number of times each day and many of the others at least once a day.

17. At present, applicants for LAPA are not tested to determine whether the level of their language skills is adequate for assisting clients. The PSB has indicated that a suitable standard would be NAATI Level I but no testing has yet taken place.

18. The Evaluation's community consultations indicate that the principle of LAPA is strongly supported by Australia's ethnic groups, but they also reveal the view that more bilingual staff are needed at public contact level. For example, in October 1981 there were at least 3,700 clerical assistants in DSS, of whom only 52 were in receipt of LAPA. Reserves of bilingual skills within the service are not effectively utilised. The Commonwealth Employment Service (CES), for instance, had 373 bilingual employees in mid 1981, and yet for the whole of DEYA only 114 received LAPA.

### Constraints

19. To some extent the low percentage of LAPA recipients reflects the constraints under which the program operates. Applicants must be below Class 7, and their supervisors may reject the application if they anticipate that the additional duties will interfere to an unacceptable degree with the officer's existing responsibilities.

20. The allowance set by the PSB was far lower than the Report allowed for, resulting in the expenditure of only one-third of the estimated $540,000. Initially

established at $250 per annum, LAPA was increased to $309 in January 1981 and then to $320 in March 1981. While the level of the allowance is similar to that offered by those few other Australian organisations which have comparable schemes, it is strongly criticised by its recipients as inadequate. At present, no provision is made for a second, more advanced level of the allowance, as exists in at least one other of those services — Qantas.

21. In September 1978, the PSB requested departments to indicate their requirements for bilingual staff, identifying both the language and geographic location. The survey carried out was not detailed enough to identify these needs. As a result, language skills possessed by LAPA officers are still not closely matched to clients. Many Commonwealth officers currently find themselves in locations where their bilingual skills are not in demand and remain unaware of positions elsewhere in which they would be sufficiently utilised to receive the language allowance.

22. LAPA recipients generally believe that they provide valuable service to non-English-speaking clients. Nonetheless, many recognised that their ability to provide effective help was often hindered by inadequate knowledge of departmental policies and insufficient understanding of technical terms. Some attempts are being made to assist officers facing these difficulties. DSS, for example, is introducing glossaries of relevant terminology in Italian and Vietnamese, with plans for other languages to follow. Such initiatives, however, still need to be backed up by appropriate training.

### Recruitment of Bilingual Officers

23. Information about the ethnic background of applicants for the Public Service is limited, but what exists indicates that persons of non-English-speaking descent are under-represented in recruitment compared to their proportion in the population at large. Some 20% of Australians are of non-English-speaking background, but in 1979/80 only about 10% of candidates for the Clerical Selection Test (CST), and 15% of candidates for the Clerical Assistant Test (CAT), came from this group. Moreover, they were less likely than those of an English-speaking background to secure a place in the Australian Public Service.

24. One of the reasons for this under-representation appears to be that families of a non-English-speaking background are often unaware of public service career opportunities for their children. In 1979, the PSB launched a Multilingual Information Program (MIP) in New South Wales, Victoria and the ACT and this Program has now been extended to cover Australia. While an evaluation by the Equal Employment Opportunity Bureau, in September 1980, found evidence of partial success in publicising career prospects among the target group, it was also noted that many people from non-English-speaking backgrounds remained unaware of employment opportunities in the Australian Public Service.

25. Finally, PSB selection procedures do not take account of the language skills which children of non-English-speaking parents often possess. Each year some 8,000 entrants into the Australian Public Service sit the CST and CAT tests. Neither test includes a section on ability to speak a community language, even though bilingualism is clearly advantageous for many positions in today's Public Service. Indeed, recruitment of persons of non-English-speaking background is not just a matter of equal employment opportunity, it is a matter of ensuring adequate access for all Australians to the Commonwealth Government's services.

### Conclusions and Recommendations

26. A central objective laid down in the Report was the need to provide Australia's non-English-speaking residents with an acceptable degree of access to general community services. While availability of bilingual staff and translators and interpreters has improved, it is evident that needs in this area are far from satisfied. The Evaluation has found that the Report's expressed preference for increased use of bilingual staff as the best method of improving communication for non-English-speaking residents, enjoys almost universal community support. The LAPA scheme, though criticised for some shortcomings, is generally seen as the appropriate vehicle in this context. It needs to be built on to ensure that departmental bilingual resources are both optimally utilised and increased. It is therefore recommended that:

> *The Australian Public Service should extend its activities designed to recruit and effectively deploy bilingual staff. Issues which should be considered are set out in paragraphs 27 to 30*

27. Key departments and authorities including the Department of Immigration and Ethnic Affairs, the Department of Social Security, the Department of Employment and Youth Affairs and Telecom should undertake detailed surveys of the community languages required to meet client demand at each office location. The Public Service Board should record the language skills possessed by Commonwealth entrants and attempt to distribute bilingual recruits according to assessed departmental needs.

28. Preferred language capabilities should be mentioned in duty statements and the advertisement of job vacancies, and LAPA should be used as an incentive to attract suitably qualified applicants. The PSB entrance tests should incorporate a sub-section on bilingual ability. The sub-section should be open to all examinees and should contribute 10% to CAT and CST assessment.

29. As long as many Commonwealth departments have insufficient bilingual officers to meet community needs, it would be appropriate to award LAPA to employees willing to serve a number of offices on a rotating basis. Non-English-speaking clients could then be informed of the days on which an officer conversant in their language would be available. Those departments which have frequent contact with an ethnic clientele should establish pools of bilingual officers who could be rotated through regional or area offices on a needs basis.

30. In order to enhance the expertise of LAPA recipients and to improve their knowledge of departmental policies, a second (advanced) level of LAPA should be established for eligible staff who gain accreditation at NAATI Level II, and the rate of allowance paid should be double that awarded for the first (elementary) level. LAPA recipients in the Australian Public Service who fail to gain NAATI Level I accreditation within two years of a suitable test becoming available should forfeit their allowance. Training courses on relevant departmental procedures and activities should be held for LAPA recipients. The Evaluation estimates that the cost of the new LAPA allowance level will be $67,200 per annum on the assumption that half the current recipients are paid at this level.

## Translator and Interpreter Services

### Accreditation

31. In the light of considerable evidence that translating and interpreting services in Australia were not always of acceptable quality, the Commonwealth

established the National Accreditation Authority for Translators and Interpreters (NAATI), with the intention of raising professional standards. Its objectives were to accredit translators and interpreters; to develop translating and interpreting in Australia to meet community needs; and to encourage the creation of a national self-regulatory professional body, which could assume responsibility for the profession, including accreditation, after five years.

32. The proposed self-regulatory body has not yet come into being. While a variety of interpreter/translator organisations exist, there is still no single professional body able to take over the NAATI functions. A conference of State, Territory and Commonwealth Ministers for Immigration and Ethnic Affairs held in October 1981, discussed the pending devolution of NAATI functions, and agreed that:

- NAATI should be succeeded by a national registration body which would operate under the aegis of Commonwealth, State and Territory governments
- a national professional association for interpreters and translators should be established during 1982.

33. A key reason for the non-emergence of the self-regulatory body is that there are still relatively few practitioners with an appropriate NAATI registration.

### NAATI Registration

34. NAATI has established a range of five standards, from Level I (elementary) to Level V (senior advanced professional). Level III was intended to be the first professional level, but faced with inadequate numbers in this category, the PSB accepted Level II as the basic standard for interpreters and translators within the Australian Public Service.

35. NAATI developed two forms of registration: accreditation and recognition. Accreditation can be achieved by successfully completing a course approved by NAATI (Levels I, II & III); on the basis of recognition of overseas qualifications (Levels II, III & IV); or by passing a NAATI test (Levels I, II, III & IV). Level V is not tested, but awarded on the basis of proof of outstanding professional performance at Level IV or comparable overseas standard.

36. Recognition by NAATI may be granted to an interpreter on the basis of having practised for at least three years. Such recognition, only granted at Level II, had been extended to 344 persons by March 1982, but this form of registration will not be available to new candidates from the end of this year.

### Approval of Courses

37. Assessment by NAATI of existing courses has been slow. In April 1982, apart from 2 courses in Aboriginal languages, only nine interpreter/ translator courses were approved. They encompassed 12 languages, with only Greek, Italian, Spanish and Serbian and Croatian being available in more than one State or Territory. Of these nine courses, one has only interim approval, while another is due to terminate with the graduation of the 1981 student intake. There is unevenness of coverage in terms of both the languages and the levels of courses offered. New South Wales, for instance, has three Level II courses in Greek and two in Croatian, Serbian, Spanish, Italian and Vietnamese, but there are no Level III courses in that State. Some languages in heavy demand are very inadequately served and Polish is not available at all.

38. In addition to the approved courses, another 7 are in the process of being assessed, are awaiting assessment or are in the planning stage. To date, no course has failed to be approved, although some had to make alterations to their programs to become acceptable to NAATI. By March 1982, 248 persons had graduated from approved courses.

39. Little progress appears to have been made in persuading tertiary education institutions to mount new subjects in this field or to add interpreting/translating components to their established language programs. Even when all the courses awaiting approval are processed satisfactorily, they will be unable to meet Australia's demands for training of professional interpreters and translators.

### NAATI Testing

40. The small number of approved courses and the very few accreditations awarded on the basis of overseas qualifications (20 up to April 1982) have resulted in greater emphasis being placed on the other mode of accreditation, direct testing of candidates by NAATI.

41. Progress here has been limited. By March 1982, 4,050 persons had applied for registration and of these, 500 have been accredited through NAATI testing, primarily at Levels II and III. There has been a total of approximately 12,000 applications for accreditation and of these, 2,171 have been tested. The number of actual tests is approximately three times the number of persons, as most wanted accreditation as interpreters, and as two-way translators. In addition, 951 persons have sat for admission tests.

42. A number of different tests (78) have been administered, in a total of 18 languages, comprising:

4 languages tested at Level I
6 languages tested at Level II (Interpreter)
14 languages tested at Level II (Translator)
8 languages tested at Level III (Interpreter)
13 languages tested at Level III (Translator)
1 language tested at Level IV (Translator)
0 languages tested at Level IV (Interpreter)

43. There have been no interpreting tests held in Vietnamese, Polish, Turkish or Maltese although these four languages presently represent about one-third of community language calls received by the Telephone Interpreter Service.

44. A major problem has been the high NAATI test failure rate. Up until now, only 31% of candidates have passed their examinations. Attempts are now being made to screen the candidates by requiring them to pass an admission test before being eligible for Level II and III examinations. To date, 60% have failed these tests.

## Telephone Interpreter Service

### Development of the Service

45. Telephone Interpreter Services were made available at all the locations indicated in the Report, the extension being completed well ahead of schedule. In addition, TIS was also provided to Albury/Wodonga, Shepparton, Burnie and Launceston. Very close to the anticipated $1m was expended in the extension costs, though salaries became a significantly lower component of the total.

46. According to information provided in a Ministerial statement, 95% of Australian residents for whom English is a second language are now covered by TIS. It is understood that discussions are currently being held about the possibility of extending the service to all of Australia. That decision will need to be made on the basis of an assessment of the unsatisfied needs and the costs involved.

47. While TIS has extended its geographical coverage, a reduction in the number of staffed hours took place at several centres following the Review of Commonwealth Functions (RCF) recommendations. In July 1981, centres in Brisbane, Adelaide, Hobart and Canberra were reduced from 16 hours a day to 10, and from seven days a week to five. But whereas after-hours calls in those cities were previously diverted to TIS operators' home telephones, where the staff were unable to hold incoming calls while attempting to contact an appropriate interpreter, these centres are now linked to the 24-hour, 7 days a week services provided by Sydney and Melbourne. In addition, an after-hours service was developed for Darwin by linking it to Perth.

48. A problem resulting from the use of the automatic switching equipment is that callers sometimes hang up on hearing the distinctive pips of an STD call, believing that they will be charged at a long- distance rate. Additional publicity is needed to overcome such misunderstandings. It has also been stated that sometimes, and especially during peak periods, the TIS number is found to be engaged and this increased centralisation of the service is a contributing factor to the problem. The Evaluation understands that a survey bearing on this question is about to be undertaken for DIEA. Given that TIS provides emergency services, it is vital that access to it be as easy and available as current technology permits. Should the survey find that at peak times the TIS system becomes so overloaded as to prevent acceptance of incoming calls, the situation should be remedied as a matter of high priority.

## The Service Provided

49. There is no doubt that the volume of work undertaken by TIS has been expanding significantly but there are considerable difficulties in obtaining precise statistics. While the provision of face-to-face interpreters is well documented, it has proved much more difficult to record the telephone work of the service.

50. The bulk of information regarding TIS operations is obtained from 'Action Record' sheets which TIS operators are required to complete for each incoming call. The system requires significant encoding by the operator (eg. 75 language codes, 30 problem codes, numerous 'call from' and 'referred to' codes) and is very susceptible to human error. A recent in-service review of the TIS unit in Sydney suggested that at times of high work pressure, some calls may not be recorded at all, while other forms are only partially filled in at the time, and completed later from memory. The recording of statistical information is obviously a significant component of operators' duties. Given the large volume of TIS calls, it should be possible to obtain the information required for planning and evaluation by a sampling method, thus lessening the administrative burden on the interpreters.

51. Using the available statistics as an indicator, however, it appears that usage of TIS has grown by over 80% in the triennium. Numbers of registered calls

increased from 117,793 in 1977/78 to 214,089 in 1980/81. In the same period, the budget expanded significantly, rising from approximately $1m to $3.5m.*

52. While TIS provides interpreters in over 70 languages, nine community languages have accounted for over 70% of TIS calls since mid 1977 (see Table 8.1).

53. By mid 1981 the two languages most in demand, Vietnamese and Spanish, accounted for a quarter of all calls to TIS, reflecting the important role the service performs for new arrivals. The growth in demand for Polish also demonstrates this relationship.

54. The area of TIS activities covers a very broad field, with medical matters comprising nearly a quarter of the total of registered calls. An examination of Table 8.2 indicates that only one profit-making organisation, Telecom, can clearly be seen as receiving a large part of TIS services. In 1980/81, this constituted nearly 9% of TIS work. There appear to be no valid grounds for continuing to provide Telecom with free services on such a scale.

55. Much of the TIS workload concerns State responsibilities, such as medical, legal and educational services. While it is appropriate that TIS should provide free telephone interpreting and emergency on-site interpreters in these areas, the States should generally be expected to increase their contributions in this field.

56. The extensive use which some Commonwealth departments make of TIS, also indicates an inadequate development of their services for non-English-speaking members of the community and a corresponding need to upgrade them. In 1980/81, for example, TIS provided on-site interpreters for social security matters on 2,286 occasions and on employment-related matters on 1,320 occasions.

57. The central function of TIS is the provision of interpreting and advice over the telephone, accounting for approximately 71% of calls in 1980/81. Nevertheless, TIS also plays an important role in meeting the demand for face-to-face interpreter assistance. In fact, despite the expanded use of bilingual public servants and the expansion of some State-based services, its provision of on-site interpreter services has grown both in absolute terms and as a proportion of total TIS calls. In the last six months of 1977, over 10,000 (18%) of the calls to TIS resulted in the provision of face-to-face interpreters, whereas in the corresponding period of 1980, the figure was over 27,000 (26%).

58. Under TIS guidelines, free on-site interpreters can be provided in a range of 'emergency' situations and, more recently, special provision is made in the context of the Initial Settlement Program. The Evaluation is satisfied that requests for services falling within the guidelines are usually accommodated. In addition, applying commendable flexibility, TIS provides on-site interpreters in other situations where needs are clearly not being met from other sources.

59. A concern expressed in the consultations and submissions was that as a result of an apparent tightening of TIS guidelines in early 1981, its on-site interpreter service would be noticeably reduced. Statistics for the second half of 1981 are not complete, but DIEA advice is that available figures do not indicate

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* Costs of TIS telephone calls are not included in these figures.

**Table 8.1:** TIS Incoming Calls by Languages in High Demand

| *JULY – DECEMBER 1977* | | | *JULY – DECEMBER 1980* | | | *JANUARY – JUNE 1981* | | |
|---|---|---|---|---|---|---|---|---|
| *Language* | *Number of calls* | *% of total number of calls* | *Language* | *Number of calls* | *% of total number of calls* | *Language* | *Number of calls* | *% of total number of calls* |
| Greek | 9,056 | 16.4 | Vietnamese | 15,293 | 14.5 | Vietnamese | 16,268 | 15.0 |
| Spanish | 9,007 | 16.3 | Serbian & Croatian | 11,368 | 10.8 | Spanish | 11,078 | 10.2 |
| Serbian & Croatian | 8,021 | 14.6 | Spanish | 10,584 | 10.0 | Greek | 10,786 | 9.9 |
| Italian | 7.114 | 12.9 | Greek | 10,450 | 9.9 | Serbian & Croatian | 10,248 | 9.4 |
| Turkish | 4,385 | 8.0 | Italian | 10,321 | 9.8 | Italian | 8,691 | 8.0 |
| Arabic (inc. Lebanese) | 2,497 | 4.5 | Turkish | 7,166 | 6.8 | Turkish | 7,601 | 7.0 |
| French | 1,000 | 1.8 | Polish | 4,127 | 3.9 | Polish | 6,617 | 6.1 |
| Vietnamese | 868 | 1.6 | Chinese (& dialects) | 4,076 | 3.9 | Chinese (& dialects) | 4,339 | 4.0 |
| Polish | 749 | 1.4 | Arabic (inc. Lebanese) | 3,426 | 3.3 | Arabic (inc. Lebanese) | 3,448 | 3.2 |
| **Total** | 42,697 | 77.5% | **Total** | 76,811 | 72.9% | **Total** | 79,076 | 72.8 |

Source: DIEA

*Note*

English has been omitted from the table as calls classified as 'English' frequently relate to requests made in English for interpreters in other languages.

**Table 8.2:** TIS Calls July 1980 – June 1981

| *Subject* | *No. of calls* | *% of total* |
|---|---|---|
| Medical | 50,474 | 23.6 |
| General information | 20,480 | 9.6 |
| Telecom assistance | 18,393 | 8.6 |
| Translations | 17,158 | 8.0 |
| Legal | 13,664 | 6.4 |
| Immigration | 10,514 | 4.9 |
| Social security matters | 10,401 | 4.8 |
| Employment | 7,446 | 3.5 |
| Multi-problem | 6,791 | 3.2 |
| Education | 6,572 | 3.0 |
| Financial | 4,211 | 2.0 |
| Accommodation | 3,638 | 1.7 |
| Police matters | 3,116 | 1.5 |
| Migrant services | 2,275 | 1.1 |
| Hoax | 1,510 | 0.7 |
| Domestic | 1,460 | 0.7 |
| Marital | 1,283 | 0.6 |
| Census | 1,079 | 0.5 |
| Psychiatric | 813 | 0.4 |
| Alcoholism | 72 | 0.0 |
| Drug addiction | 49 | 0.0 |
| Other | 32,692 | 15.2 |
| **Total** | 214,089 | 100.0 |

Source: DIEA

a significant variation in the provision of face-to-face interpreters, an outcome the Evaluation welcomes.

## Staffing

60. In 1977/78, TIS operated with a total staff of 47. Prior to July 1981 the number rose to 77, including 10 administrative staff. As a result of RCF recommendations, the number of interpreting/translating staff was eventually reduced by twelve.

61. As demands on TIS services have grown disproportionately to the number of full-time staff, greater use has been made of contract employees. In the last six months of 1977, full-time interpreters handled 75.4% of all calls whereas in the same period in 1980 the proportion fell to 60.4%. Contract interpreters deal with nearly all the face-to-face situations and perform an increased proportion of the telephone work (from 8% in July-December 1977 to 16% in the corresponding period of 1980).

62. TIS recruitment policy for both full-time and contract staff places considerable stress on NAATI registration. In April 1982, of the 55 full-time interpreters, 12 had NAATI accreditation and 31 NAATI recognition. In cases where suitable accredited candidates are not available, the standard procedure is to conduct in-house tests, utilising either TIS staff or outside experts. In New South Wales, regular use is made of the Institute of Languages.

## Community Awareness of TIS

63. Although most non-English-speakers live in areas covered by TIS, many still remain unaware of its existence. In Melbourne and Sydney, where the service has existed for some eight years, the Survey of Information, Needs and Use

of Services (SINUS) found about one-third of all respondents had not heard of TIS, although this proportion varied markedly with ethnicity, ranging from 42% of Italian speakers to 8% of Spanish speakers. Of respondents who had heard of TIS, Vietnamese and Spanish speakers were particularly likely to have learned of its services during the Initial Settlement Program: 54% of the former group and 34% of the latter had found out about TIS while resident in hostels.

64. The more established migrant groups tend to be less informed about TIS and the channels by which they learn of it are frequently different. While in general, approximately one-third of the survey respondents who became aware of TIS did so through the electronic media, 66% of Greek speakers had learned of it from ethnic radio, as had 54% of the speakers of Serbian and Croatian, 45% of Italian and 31% of Arabic. The publicising of TIS services through the ethnic electronic media would thus appear to be among the most effective means of reaching a large number of communities.

65. Significantly, only one-third of those SINUS respondents who knew about TIS were aware of its information-provision function.

### TIS as an Information Service

66. It is difficult to specify the extent to which TIS functions as an information and advice service apart from noting that the category of 'General Information' comprises around 10% of registered TIS calls. It becomes even more difficult, however, to estimate the degree to which the service can satisfy demands for information from its own resources. No data is available on the percentage of information-seeking calls which are handled by TIS full-time or contract interpreters, without other organisations being called upon. Neither is it possible to state how effective TIS operators are in matching callers with appropriate service providers in their own language, and thus creating the possibility of a reduction in demand for interpreting. Certainly, the more efficient the information system, the greater are the chances of effective and economical service.

67. The Institute's community consultations and submissions show considerable support for TIS, but fears were frequently expressed that RCF recommendations would result in a deterioration of the quality of information provided in areas which would be serviced by larger centres through the use of automatic switching equipment.

68. A more centralised TIS however can be effective if the operators are provided with appropriate and current information. All TIS centres now have specialised directories for regions which they serve, but resource directories in printed form become outdated very quickly and are both difficult and expensive to update.

69. It is likely that TIS will have more demands placed on its information provision function in the future. DIEA is increasing its publicity about TIS within the pre-embarkation and initial settlement programs and there is evidence that other organisations are learning to make specific use of the service. An example of this style of usage is recent action by the Department of Housing and Construction which provided TIS offices with a question and answer sheet detailing changes to the Home Savings Grants Scheme and the introduction of the Mortgage and Rent Relief Scheme.

### TIS and Translation Services

70. The translating work performed by DIEA has risen in recent years and in 1980/81 more than 11 million words were translated. Since RCF recommen-

dations were implemented, the service has begun to charge other departments for translations performed. The resulting decline in clientele has not been significant because the overwhelming bulk of the work done is for internal DIEA purposes. Separate translation units exist in Melbourne, Sydney and Canberra and in these regions TIS does not as a rule perform any translating functions. Elsewhere however, TIS makes a significant translating contribution, mostly through contract staff, and in 1980/81, over 7,000 registered calls to TIS resulted in its provision of translation services. More than half of these calls were handled in Perth, which prefers not to forward its translation demands to the eastern States because of the long delays involved.

71. The translation work carried out by TIS interpreters is reciprocated by the interpreting services of the translation units. It is estimated that currently 25% of the work performed by the DIEA New South Wales Translating and Interpreting sub-section, and 20% of that performed by the Victorian Translating and Interpreting sub-section, involves interpreting, providing an information and referral service, and completing forms for migrants. While it is an accepted fact that the skills required for professional interpreting and translating are significantly different, some degree of mutual assistance does seem appropriate at this stage in the development of the respective services. Currently, translators do support TIS operators during peak periods. In Melbourne, for example, some 10-15% of the interpreting work performed by the Translating sub-section was referred at times when TIS services became overloaded. Similarly, translation work could be performed by some TIS operators during the night, when few calls are received.

72. The Report's recommendation that DIEA amalgamate the two areas in order to improve overall efficiency is yet to be implemented fully and has taken place only in Melbourne.

73. In the same recommendation, in suggesting that the translation function of translation units be extended to the new TIS centres, the Report anticipated that such centres would be manned offices. In fact, the extension of services has been accomplished through the use of automatic switching equipment, making the implementation of this recommendation impossible in its strict sense. Attempts were nonetheless made to increase resources in the translating area, with 8 additional positions created in 1979, but these were not filled because of staff ceilings.

## State-based Services

74. After considerable delays, some agreements for the employment of additional interpreting and translating staff were concluded under the Commonwealth/States cost-sharing arrangements. The New South Wales Ethnic Affairs Commission has appointed translators and also provides free interpreters for workers' compensation cases. South Australia has appointed additional staff for its Ethnic Information Service. Victoria has developed translation facilities in its Ministry of Immigration and Ethnic Affairs and is currently planning to extend its legal interpreting and translating staff. Queensland is also about to enter the scheme.

75. Total expenditure by the Commonealth was $455,000 in the three years. This represents a large under-expenditure. No programs were funded during the first year. In 1979/80, $221,000 was provided by the Commonwealth to New South Wales, Victoria and South Australia, without any State contributions

being required, following an agreement that 'first year' meant the first year of a program rather than 1978/79. In 1980/81, although this time on a matching-contribution basis, the Commonwealth provided $234,000 to the same three States.

76. Western Australia, Tasmania and the Northern Territory have not decided to enter the scheme. All of them make some use of bilingual public servants in assisting non-English-speakers. Western Australia believes that the provision of interpreter facilities is primarily a Commonwealth responsibility and State-administered programs would unnecessarily duplicate existing Commonwealth services. Tasmania argues that the number of non-English-speakers is insufficient to warrant the employment of interpreters and translators by government departments. The Northern Territory decided not to approach the Commonwealth for funding until the extent of services required and costs were determined.

77. The amount of resources which various States and Territories have devoted to providing interpreting and translating services to their non-English-speaking residents vary considerably. However, judging by the high level of demand on TIS throughout Australia, and particularly in those States and Territories with limited existing provision, further development in this area is clearly desirable.

## Conclusions and Recommendations

78. The Geographic Assessment of Service Providers (GASP) survey indicates that despite developments in both bilingual staffing and the provision of interpreters and translators, Australian residents of non-English-speaking background still experience major difficulties in communicating with service providers. More than half of the participants in the survey indicated that over 10% of their clients needed assistance in their own language. As some of the institutions involved in the survey are large-scale ones, like public hospitals, the numbers of clients needing such assistance are obviously large. While the service providers did have some bilingual staff to assist these persons, such resources were inadequate to meet the demand. Most of the communication in languages other than English had to involve a translator or interpreter. Only 11% of the institutions surveyed employed such staff and 77% indicated that they required the help of outside sources.

79. The disturbing fact is that more than half of the organisations surveyed indicated that they had to rely upon the client's friends or family members for interpreting and translation. Likewise, most made very little use of outside professional services — once a fortnight or less. The use of family and friends for interpreting and translating purposes may be adequate in some situations, but is unsatisfactory or even dangerous in many others. In a multicultural Australia, people from non-English-speaking backgrounds must be assured of equal access to services designed for the entire community. Without it, they become second-class citizens.

80. The Report's objectives, the improvement of both the quality and quantity of interpreting and translating services, therefore remain highly relevant, and the need to improve communication is made even more urgent by the increased migration levels and growing demand on service departments such as DEYA and DSS.

## Accreditation of Translators and Interpreters

81. The development of Australia's interpreting and translating services continues to be hindered by the lack of suitably qualified professionals. Given the current shortage of interpreting and translating courses and the slow rate of approval of the existing courses, it is recommended that:

> *The National Accreditation Authority for Translators and Interpreters or its successor should proceed, as a high priority, to consult with the Commonwealth Tertiary Education Commission and tertiary education institutions about the establishment of such courses, or the introduction of interpreting/translating units within existing language courses, and report progress to the government within 12 months.*
>
> *The National Accreditation Authority for Translators and Interpreters or its successor should contract appropriate tertiary education institutions or expert individuals to assess, in accordance with the Authority's standards, all outstanding interpreter and translator courses.*

It is not anticipated that these developments will require additional finances.

82. NAATI testing has faced considerable problems and the organisation has come under significant criticism for its performance in this area. It appears that some of these difficulties could be obviated by contracting out testing functions to tertiary institutions which already have expertise in relevant areas and which could be approved by NAATI for these purposes. Places where courses are already approved could form the nucleus of the testing institutions. It is therefore recommended that:

> *As an urgent priority, the National Accreditation Authority for Translators and Interpreters or its successor should contract with tertiary educational institutions to set and mark interpreting and translating examinations for Levels I, II, III & IV in accordance with Authority guidelines. Costs incurred by these institutions should, as far as possible, be covered by charges levied on students who sit the examination. Where costs cannot be met in this manner they should be covered by the Authority.*

83. In order that the Commonwealth should set the lead in the employment of interpreters and translators whose qualifications are in keeping with NAATI standards, it is recommended that:

> *All persons employed as interpreters and translators within the Australian Public Service should be required to obtain Level II (or higher accreditation) within two years of an appropriate test becoming available.*
>
> *Where the Commonwealth uses panels of contract interpreters and translators, preference should be given to persons possessing Level II or higher accreditation, not only in their initial acceptance on the panel, but also in the allocation of particular interpreting or translating tasks.*

84. It should be noted that, while the PSB currently recognises Level II as adequate for professional employment in the Australian Public Service, in areas demanding high expertise, such as law and medicine, every effort should be made to use practitioners qualified at Level III or above.

## Telephone Interpreter Service

85. TIS is unique in the world in providing a free national telephone interpreting and advisory service. It has very strong backing from Australia's ethnic communities, which almost universally want to see it improved and enlarged. Knowledge of TIS and adequate access to it are crucial to Australia's non-English-speaking residents, but the Evaluation has found that some members of Australia's ethnic communities are still not aware of the services which TIS offers. It would seem appropriate for multicultural television and ethnic radio

program producers throughout Australia to be kept abreast of developments within the Telephone Interpreter Service and be encouraged by DIEA to publicise the services offered by TIS. As well, the advertising of TIS should stress that all TIS calls are charged at local call rates only, and DIEA should request Telecom to include this information in TIS advertisements in telephone directories and public telephone booths.

86. TIS is continuing to experience increased demands, and these are expected to grow further as the migrant intake expands in the next three years. Accordingly, it is recommended that:

*An additional $500,000 per annum be provided to the Telephone Interpreter Service in each of the next three years.*

87. TIS has provided free interpreting and translating to its clients, regardless of whether the client is an individual or an organisation. There are good reasons for continuing this policy in principle, as it encourages the use of the service. When a profit-making organisation makes demands on TIS on the scale of that made by Telecom, it seems appropriate to make an exception. It is therefore recommended that:

*The Telephone Interpreter Service should charge Telecom for its services on a pro rata basis, that is, when Telecom-related matters constitute 9% of calls, the charge should be 9% of the operating costs. The revenue thus gained should receive proper recognition when the Service's budget is being negotiated.*

88. There are clear indications that the use of TIS as an information and referral source is likely to increase. Taken with the service's increased centralisation, this means that an up-to-date and efficient information storage and retrieval system will become most important. It is recommended that:

*A computerised information system incorporating relevant community and professional services should be developed for all Telephone Interpreter Service centres. Particular emphasis should be placed on identifying bilingual staff and service providers.*

*A Department of Immigration and Ethnic Affairs officer should be responsible for updating information on such community resources. This information should be regularly incorporated into the information system.*

It is estimated that this will require $300,000 to purchase an appropriate system.

89. The Report's recommendation that DIEA combine interpreter and translator units has made only limited progress. It is therefore recommended that:

*Where both Telephone Interpreter Services and Department of Immigration and Ethnic Affairs Translation Units exist, they should be co-located and combined into one administrative unit at the earliest opportunity.*

### State Interpreter/Translator Services

90. The Commonwealth continues to provide interpreting and translating facilities in areas of prime State responsibility, mostly through TIS. In order to maintain the development of additional interpreter/translator resources at the State and Territory level, it is recommended that:

*The Commonwealth should continue for a further three years its existing agreements with States to provide State-operated translation and interpreter services to meet needs in areas of prime State responsibility.*

Additional funds should be provided if further States conclude appropriate agreements with the Commonwealth.

**Linguistic Availability Performance Allowance**

(a) The Report recommended that all Commonwealth departments and authorities identify positions involving significant contact with non-English-speaking clients, and suggested that these be staffed by officers proficient in community languages who would receive a language allowance. The estimated expenditure was based on a language allowance of $600 per year being paid to 200, 300 and 400 staff in Years 1, 2 and 3 respectively, at a total cost of $540,000.

(b) As shown at Table 8.3, expenditure is assessed at $173,000; this is based on payment of allowances to over 400 staff, progressively, over the 3-year period. The cost is considerably less than the Report estimate mainly because the Language Availability Proficiency Allowance level set was $250 per year ($320 per year at 30/6/81) compared with the Report estimate of $600 per year.

**The Telephone Interpreter Service**

(c) The Report recommended the supply of specific interpreting resources (full- or part-time) through TIS for the initial settlement program ($500,000), and the extension of TIS ($1m) to Hobart and Canberra during 1978/79; Newcastle, Whyalla and Geelong during 1979/80; and Darwin and the Latrobe Valley during 1980/81. It recommended additional expenditure on contract fees under the ISP ($570,000), and on general contract fees ($490,000); and on TIS operators' salaries ($450,000). Equipment costs were estimated at $40,000. The total estimated additional cost was therefore $1.55m over the 3-year period. Expenditure on contract fees in 1977/78 was $394,000, and on salaries $700,000. Extending this base figure over the three years, and adding the additional expenditure recommended in the Report gives a total recommended expenditure in this area of $4.832m.

(d) Actual expenditure on contract fees over the 3-year period was $3.42m compared with total recommended expenditure of $2.24m, an increase of $1.18 million. This increase can be attributed, in part, to the increase in contract interpreters fees.

(e) DIEA has stated that it was not possible to accurately differentiate between expenditure on contract fees arising from the Initial Settlement Program and expenditure on contract fees arising from other activities. Therefore the extent to which the specific provisions were financially implemented cannot be determined.

(f) Actual expenditure on TIS operators' salaries over the 3-year period is assessed at $3.42m, the difference being mainly due to the extension of the service to Hobart and Canberra and salary increases to the operators.

(g) Actual expenditure on equipment was $28,000 compared to the Report estimate of $40,000. This included specialised equipment installed at Canberra, Hobart and Darwin at a total cost of $21,000 and diversion equipment at a cost of $7,000.

**Table 8.3:** Communication: Recommended and Actual/Assessed Expenditure

| *Item and Recommendation Number* | | *1* *1977/78 Expenditure* | *2* *Recommended Additional Expenditure 1978/79-1980/81* | | *3* *Total Recommended Expenditure 1978/79-1980/81* | | | *4* *Actual/Assessed Expenditure 1978/79-1980/81* | | | *5* *Difference: Actual and Total Recommeded* |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | *$'000* | *$'000* | | *$'000* | | % | *$'000* | | % | *$'000* |
| 12 | Language Allowances | — | | 540 | | 540 | (7.9) | | 173 | (2.3) | −367 |
| 1[e] and 15 | Telephone Interpreter Service * | | | | | | | | | | |
| | Contract Fees | 394 | 1,060 | | 2,242 | | | 3,422 | | | |
| | Salaries | 700 | 450 | | 2,550 | | | 3,420 | | | |
| | Equipment | — | 40 | 1,550 | 40 | 4,832 | (70.7) | 28 | 6,870 | (91.6) | +2,038 |
| 17 | Translation and Interpreter Services in States | — | | 1,460 | | 1,460 | (21.4) | | 455** | (6.1) | −1,005 |
| | **Total** | $1.094m | | $3.550m | | $6.832m | (100) | | $7.498m | (100) | +$666,000 |

* Expenditure relating to interpreting services originally included by the Report under the Initial Settlement Program is included in this item.

** Expenditure of $455,000 comprises New South Wales $192,000, Victoria $179,000 and South Australia $84,000.

*Note*

Column 3 is calculated on the basis of 1977/78 expenditure being maintained over the 3 years 1978/79 to 1980/81 plus the additional expenditure as recommended by the Report (Column 2).

## Translation and Interpreter Services by the States

(h) The Report recommended that the Commonwealth assist the States to introduce a new program to provide additional State translation and interpreter services. It anticipated 92 staff were to be appointed in all States, phased over the 3-year period, at an estimated cost of $1.46m. The Commonwealth was to provide 100% of the funds in the first year, and thereafter the States were to provide funding on an equal basis.

(i) Actual expenditure by the Commonwealth ($455,000) shown at Table 8.3 is significantly less than that envisaged by the Report. By June 1981, only three States had concluded agreement with the Commonwealth — South Australia, Victoria and New South Wales.

## CHAPTER 9

# Information

*Information. Specific priorities: employment, health and the law. Migrant Information Needs. Ethnic Liaison Officers Task Group . The co-ordination role of the Departments of Immigration and Ethnic Affairs, and Administrative Services.*

1. 'Information' said the Report 'is essential if individuals are to take their place in society, partake of its benefits, exercise their rights and discharge their duties' (para.5.1). The Report considered that all service providers had the responsibility to ensure that information about their programs was available to all Australian residents.

2. The Commonwealth was seen to have a major responsibility, through the Department of Immigration and Ethnic Affairs, 'to ensure that the information needs of migrants are met, by providing basic general information in the pre-embarkation and initial settlement periods, acting as a ready source of advice on where information is available and encouraging all service providers to meet their obligations to provide information for migrants' (para.5.2).

3. The evidence before the Report was that lack of information put migrants at a disadvantage in some areas, and sometimes resulted in 'misunderstandings, frustration and bitterness'. Commonwealth Government information programs for non-English-speakers were found to be fragmentary and inadequate, with most Commonwealth agencies unaware of migrants' information needs. On some topics significant to migrants, such as citizenship requirements, information was only available in English; on others such as workers' compensation, no information was available at all.

4. When information was produced, it was generally not disseminated effectively. Techniques were unimaginative and there was too much reliance on printed information. Pamphlets were sometimes out of date by the time they were produced and 'the great bulk ... languish in offices and other formalised distribution points rather than actually reaching the people they are designed for' (para.5.6).

5. Co-ordination among Commonwealth agencies and between the Commonwealth and other service providers was found to be poor, leading to gaps and under-utilisation of available information. Assessments of the coverage and effectiveness of information programs had also been few. The Report concluded that migrants' problems with information did not result from inadequate resources for producing material, but rather from 'faults in planning, implementation and co-ordination' (para.5.9). Proposals for remedial action, therefore, focused primarily on raising service providers' awareness and knowledge of migrant information needs and on making provision of information services to

migrants more co-ordinated and systematic. While some programs could be implemented immediately, the Report recognised that a long-term, co-ordinated strategy, based on an accurate identification of migrant information needs, was required.

6. The Report singled out three areas — employment, health and the law — where information needs were critical and immediate action was necessary. It also saw the need for information provision on all aspects relevant to the initial and long-term settlement of migrants.

## Priority Areas

7. **Employment** The Report identified a number of issues concerning information about employment. Considering there was a need for multilingual information about employment rights, the role of unions and issues related to industrial safety, it recommended programs to enable employers and unions to produce and utilise appropriate materials. As outlined in Chapter 11, the Evaluation has found progress in this area not to be satisfactory.

8. Some advances, however, have been made through other channels in the provision of information about employment matters. A survey of Commonwealth information services has found that central and regional offices of the Department of Employment and Youth Affairs (DEYA) have produced a range of printed multilingual information on the Commonwealth Employment Service, unemployment benefits, training and careers opportunities, and discrimination in employment. A multilingual occupational information package with leaflets, posters and videos, designed especially for newly arrived non-English-speaking migrants, has recently been launched.

9. In Chapter 11, the Evaluation notes that migrants are under-represented in the retraining courses organised by the Commonwealth. A recommendation has been made to improve publicity among ethnic communities and to ensure greater recruitment of participants from non-English-speaking backgrounds.

10. **Health** The Report recognised that use of Australia's health system depended largely on understanding its functions. As migrants from non-English-speaking backgrounds were particularly likely to have limited knowledge of these, it recommended the Commonwealth Department of Health develop and disseminate information on health care using a multi-media approach, with special emphasis on the use of ethnic radio. While some materials have been prepared by the Department of Health, and States have undertaken a number of activities, the Evaluation found suitable multilingual information was still lacking and inadequate use had been made of electronic media. It has therefore recommended in Chapter 11 that the Department of Health produce health care programs for transmission on ethnic radio and multicultural television.

11. Acknowledging the important role of interpreters and health workers in providing health-related information, the Report supported the funding of the joint Commonwealth/States Health Interpreter Program and recommended a joint Commonwealth/State Ethnic Health Workers Scheme. During the period under review, the number of health interpreters has risen substantially and ethnic health workers have been employed. However, the Evaluation has found the services provided still fall short of meeting needs. Recommendations in Chapter 11 are aimed at increasing the accessibility of services available to private health practitioners.

12. **Law** The Report recognised that appropriate information about legal matters was central to ensuring equal rights for Australia's migrants. In particular, it saw the need for more information to be provided about consumer protection, bail procedures, the Ombudsman and legal aid. The need for legal interpreters was noted, as were the problems that had arisen in informing non-English-speaking migrants about voting rights.

13. Developments in this field have been encouraging. Information on legal aid, especially through ethnic radio, has reached a large number of migrants and many have used this service. Some States have distributed multilingual pamphlets on bail procedures and the Australian Electoral Office has been exemplary in distributing multilingual information on federal voting rights and electoral matters. However, State and local authorities' efforts to inform non-English-speaking migrants of voting rights have been uneven.

14. Some other shortcomings also exist. While the Commonwealth Ombudsman has undertaken promotional activities to make his Office better known, State Ombudsmen have generally made few attempts to inform non-English-speaking migrants of their services. Few migrants are aware of the Ombudsmen. In Chapter 12, the Evaluation has proposed more effective promotion through the electronic media and appropriate monitoring of migrant users to ensure responsiveness to this client group.

15. In consumer affairs, few authorities were found to have given priority to advising migrants about their functions.

### Related Developments

16. In addition to specific priority areas, the Report discussed the general need for improved information provision. While the period under review has seen some excellent projects initiated, these are still infrequent and restricted to a limited number of agencies. General progress has not been satisfactory.

17. **Initial Settlement** The Initial Settlement Program was intended to provide newly arrived migrants with information on Australia, its institutions and services. In 1980, a separate information component was introduced within the On-Arrival Education Program (OAEP). An Orientation/Information Manual was also produced, and Bilingual Information Instructors (BIIs) were appointed and trained. The Department of Immigration and Ethnic Affairs (DIEA) has also developed a new series of pre-embarkation information pamphlets; a videotape in 16 languages on the Telephone Intrepreter Service (TIS); and multilingual pamphlets on migrant entry, Australia's migrant selection system and TIS.

18. This initiative has proved successful. In Chapter 4, the Evaluation proposes further developments including the publication of a concise information booklet to all new arrivals in their own language, a more effective sequencing of the information and English language components of the OAEP, and greater use of full-time BIIs.

19. **Welfare** The Report considered information provision an integral part of welfare: Grant-in-Aid (GiA) social/welfare workers and Migrant Resource Centres (MRCs) were expected to provide information to migrant clients. The Evaluation has found that information provision generally comprises a substantial part of GiA workers' workload. In recommending a further expansion in the number of GiA grants, the Evaluation anticipates a significant impact on the

availability of information, particularly for first generation migrants. MRCs have also become important access points for migrants in need of information, and the Evaluation has recommended that they make particular efforts to establish communication links with newly arrived migrant women who settle directly into the community.

20. The Report also saw information provision falling within the ambit of the Migrant Project Subsidy Scheme, and a number of information projects have in fact been supported by it. The Evaluation has recognised the value of such projects and they should continue to be eligible under the Scheme.

21. The Department of Social Security (DSS) has also taken steps to improve information provision to migrants. Consultations have been held with ethnic groups; multilingual leaflets and posters have been distributed; services have been advertised on ethnic radio and multicultural television; seminars and volunteer training sessions have been made available in migrant welfare agencies; and audio-visual materials have been produced for circulation.

22. **Ethnic Affairs Units** Ethnic Affairs Units were established in all regional offices of DIEA in the course of 1979/80. Eleven ethnic affairs officers' positions were created. Eight of these are staffed by full-time officers, and another 4 persons undertake such duties part-time. These include 'informing ethnic communities, voluntary agencies involved with these communities, [and] the ethnic media ... of the government's ethnic affairs policies and programs and departmental services' (DIEA 1980a, p. 24).

23. **Other Commonwealth Programs** The Evaluation has found that apart from DIEA, DSS and DEYA, Commonwealth departments and authorities have made limited provision of information specifically for migrants of non-English-speaking backgrounds. The Department of Education, for example, operates seven student assistance schemes, but provides multilingual information for only one — the Secondary Allowance Scheme. The Department of Housing and Construction recently used the ethnic press to advertise the Housing Assistance Scheme, and has made an important initiative in providing TIS with answers to likely questions about both this and the Mortgage and Rent Relief Scheme. The Australian Taxation Office advertises at Tax offices and Post Offices that multilingual assistance is available for completing tax returns, and distributes instruction booklets in six languages for its salary and wage taxation return forms.

24. The Report also mentioned lack of multilingual information from the Departments of Transport, Industry and Commerce and the Natural Disasters Organisation. Each has advised the Evaluation that it considers the dissemination of information in their area of responsibility to be essentially a matter for the corresponding State authority.

25. **Conclusion** Over the past few years there has been growing activity on the part of Commonwealth Government services to direct information programs to migrant and ethnic communities. However, there continues to be a heavy reliance on printed information and little use of either the electronic media or the informal networks of friends, relatives, community leaders and ethnic groups to whom the Report suggested attention should be given. It has long been recognised that face-to-face briefing of community leaders and ethnic groups on matters of concern is of considerable importance in disseminating information and an intensification of these activities by all relevant departments is needed.

26. There is not a great deal of evidence that service providers have heeded the other suggestions made by the Report to improve the dissemination of information — that programs be tailored to take account of the cultural and language requirements of individual communities; and that each program be reviewed regularly to ensure it is working effectively. Few information programs have taken even one of these 'general principles' into account, and judged by these criteria, a great deal of further progress needs to be made.

## Migrant Information Needs Survey

27. Although measures to improve the provision of information to migrants were suggested across a broad field, the Report recognised that the results would be limited without effective planning and co-ordination. Two key recommendations were made. The first called for an extensive survey to identify migrant information needs; the second was to establish a co-ordinating mechanism.

28. The Report proposed in *Recommendation 18* that:

> The Department of Immigration and Ethnic Affairs commission an extensive survey of the information most needed by migrants, the forms in which it is most accessible to them, what use they make of the media and their attitudes towards different methods of receiving information. Further ... the Department of Immigration and Ethnic Affairs [should] be responsible for ensuring that all Commonwealth agencies through their ethnic liaison officers, are aware of, and where appropriate, make use of the results of the information survey.

29. The expectation was that this first large-scale study of the information needs of Australia's migrants would cost $150,000 and be completed in 12 months. It was expected to assist general service providers develop communication links to ethnic communities, thus enabling the adjustment and modification of programs. In addition, it was to be the springboard for the implementation of *Recommendation 20* and *Recommendation 24*, which related to information provision in employment and the law.

### Implementation

30. An inter-departmental Steering Committee* was set up to manage the project. In October 1978, W D Scott and Company in association with Australian Sales Research Bureau were commissioned to undertake the work, on the understanding that a draft report of survey findings would be provided by 30 April, 1979.

31. The report, *Survey Into the Information Needs of Migrants in Australia* (MINS) was submitted to the Steering Committee in November 1979. Following revision and rewriting, it was tabled in the Commonwealth Parliament on 28 August, 1980. A *Summary of Findings* was separately circulated. The delay retarded the implementation of the other information-related recommendations.

32. Many of the findings are at a high level of generality and appear quite unexceptionable. There are, however, significant limitations on using MINS for developing detailed information programs. There is little information on the needs of individual ethnic groups, a result of weaknesses in areas such as questionnaire design, and technical problems implicit in the smallness of the sample

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* Comprising representatives of DIEA (Chair), the Australian Bureau of Statistics, the Australian Government Advertising Service, the Office of Women's Affairs, Telecom, the Commonwealth Employment Service and the Australian Ethnic Affairs Council.

size. A particular shortcoming relates to new arrivals, whom the Report singled out as a group with great difficulties and needs. MINS itself cautions on the usefulness of the data on immediate post-arrival needs because the field survey sample sizes for new arrivals were too small to yield reliable results, and the group discussion information was drawn from people who had been in Australia for up to 10 years.

33. The survey's main failing relates to its design. This sought to measure migrant information needs by an indirect form of questioning in which 'information needs' are related to 'problems or worries'. The confusion extends beyond the questionnaire to the analysis of the data where 'information needs' and 'problems or worries' are treated as though interchangeable.

34. Thus, one major finding is that 'statistical analysis showed no significant differences between the Australian and UK-born control groups and other overseas-born people in their type of need' (p.18). No specific evidence is provided to support this conclusion. One table referred to in the supporting text gives a summary of information needs, with no breakdown of ethnic differences and indicates that some 70% of information needs for both migrants and Australians generally were found to fall within the categories of health, finance, employment, education and job training, and everyday matters. Moreover, the discussion of differences between ethnic groups' information needs in fact states 'this question was examined from the point of view of the *problems* each group experiences, and *not the number of information needs* arising from them' (emphasis added) (p.55).

35. In some areas, MINS data does not appear to support the conclusion that there are no significant differences between the type of information needs experienced by migrants and those of the population at large. To put it simply, it is to be expected that the problems of migrants and the Australian-born will be similar when these problems refer to such broad areas as education and job training, health, employment, everyday matters, and finance. This is not the same as saying that information needs are similar, but this assumption is made in many sections of the MINS analysis.

36. About 1,000 copies of the MINS report and 1,200 copies of the summary document were distributed free of charge to key information deliverers in Commonwealth and State governments and to non-government agencies. In addition, copies of both the complete report and of the summary were sold through the Australian Government Publishing Service. As noted in Chapter 13, MINS does not appear to have been passed to legal aid agencies and services, though this was specifically proposed by *Recommendation 24*.

37. Response to the survey has been very mixed. Many people in migrant welfare organisations felt that by and large the findings were predictable — for example, that level of education and English ability are key factors affecting individuals' needs and their ability to meet them. Other findings, such as the limitations of print media to inform migrants with little education or English fluency, echoed points clearly made by the Report.

38. While perhaps of restricted value to people well versed in migrant information issues, the main purpose of the study and report was to assist those who are not. More positive reaction is evident from the results of a DIEA survey of the use made of MINS by recipients of free copies. About two-thirds of respondents regarded the study as relevant to the operations of their organisations and one-half felt they could derive benefit from the findings.

39. The second element of *Recommendation 18* was that DIEA should ensure that all Commonwealth agencies were aware of, and where appropriate, made use of the results of the survey. A Task Group of Ethnic Liaison Officers was convened in December 1979, and its tasks included:

- to recommend how MINS should be implemented, and to monitor and co-ordinate its implementation
- to report on the range and effectiveness of information services provided to ethnic groups by Commonwealth departments and authorities.

40. The extended delay in the production of the survey report led the Task Group to narrow its work considerably. The report of the Group in December 1980 was basically an interpretation of MINS and its relevance, and a guide to some practical applications. The document is useful but represents, in its own words, only 'a preliminary examination'.

41. Following the Task Group Report, an ELO working group comprising DIEA and the Departments of Prime Minister and Cabinet, Finance, Administrative Services, and Communications was established 'to bring forward recommendations relating to the planning and co-ordination of information for migrants ... concentrating on issues heavily involving the Commonwealth Government'. The group has a number of matters under consideration.

## Co-ordination

42. To 'ensure that the provision of information services to migrants was more co-ordinated and systematic', *Recommendation 19* proposed:

> The role of the Information Branch of the Department of Immigration and Ethnic Affairs should be expanded.

43. Three particular functions were seen as pertinent to this role: supervision of media and information surveys; development of links with the information areas of functional departments and the Australian Government Publishing and Information Services to ensure that Commonwealth information programs are more attuned to the needs of migrants; and planning and co-ordination of policy on information for migrants.

44. The Report estimated that $250,000 would be required over the three years for additional staff and related expenses to implement the recommendation.

### Implementation

45. **Organisation and Staffing** At the time of the Report, the establishment of the Branch was 19 positions. Shortly after, the Branch became a Section. In August 1980, the creation of a 3-person Policy Research and Co-ordination Unit was approved, and its activities are largely concerned with *Recommendation 19*. At the present time, the establishment of the Section is one more than in 1978.

46. **Supervision of Media and Information Surveys** The Information Section serviced the MINS Steering Committee, and in association with it had overall carriage of the survey. It is currently analysing responses to a questionnaire distributed to departments and agencies which received free copies of MINS, to assess their views and use of the report. Other activities of the Section include the conduct of an inventory of migrant-oriented information programs and materials provided by Commonwealth agencies, and a survey of Commonwealth advertising in the general press to identify matters which should also have appeared in the ethnic press.

47. The survey initiatives have met with a relatively poor response from organisations. At the end of March 1982, about 75 of 178 agencies had responded to the survey on the use made of MINS, and only 12 of 38 Commonwealth agencies had submitted returns to the inventory of information programs directed at, or adapted to take account of the special needs of migrants — 5 and 6 months respectively after the survey questionnaires were distributed.

48. Independently of the Report, a Commonwealth Task Force on Departmental Information was convened in 1978 with a wide-ranging brief to review the public information programs of Commonwealth Government departments. It paid specific attention to the effectiveness of information to 'disadvantaged groups', including migrants. Its findings confirmed those of the Report in that:

- there was 'widespread indifference' to the needs of disadvantaged groups
- information programs lacked a proper identification of target audiences
- there was little exchange of information about target audiences among departments

49. The Task Force made recommendations to improve the information flow from government departments to the community and following the publication of its report in February 1982, the Minister for Administrative Services announced that a small group would be established within the Department of Administrative Services 'to review, co-ordinate and advise on departmental information programs'. Other recommendations made by the Task Force are being considered by the government.

50. The Task Force on Departmental Information considered that a prominent feature of the DIEA Information Section's activities was the production of its newsletters, *For the Ethnic Press* and *From the Ethnic Media*. However, following a recommendation of the 1981 Review of Commonwealth Functions, these publications have been terminated. While the newsletters had been the subject of some criticism for their selectivity and translation problems, their discontinuation has been regretted among ethnic communities and the ethnic media.

51. **Links with the Information Areas of Other Departments** The principal formal link of the DIEA Information Section with other Commonwealth departments is the Ethnic Liaison Officer working group described above. It is a small group and several of its members are not drawn from the information sections of their respective departments.

52. While the Information Section has occasionally offered its specialist knowledge to other Commonwealth departments and is sometimes consulted about specific information projects, contact and co-operation with the information sections of other Departments has generally occurred only on an ad hoc basis. Consultation by the DIEA Information Section with the Special Broadcasting Service led to the production of guidelines on the use of ethnic radio by Commonwealth and State information-deliverers. DIEA advice, co-ordinated by its Information Section, assisted inclusion of ethnic components in information programs relating to energy conservation and health insurance.

53. In general, contact by the Information Section with other departments is not made as a matter of course and is quite often not made at all. Approaches which are made to the Section for advice often come too late in the production process, when departments and agencies have already committed themselves to particular courses of action.

54. **Planning and Co-ordination of Policy on Information for Migrants** At the time of the Report, the Information Branch was basically a production house specialising in certain technical skills, principally related to print media areas.

As outlined above, *Recommendation 19* led to an expansion of its responsibilities through the establishment of the Policy, Research and Co-ordination Unit and a revision of the functions of the Section to include those suggested by the Report.

55. The limits on the capacity of a 3-person Unit to effectively undertake 'overall planning and co-ordination of policy on information for migrants' are quite evident. It is a role which, moreover, depends upon the active co-operation of other autonomous bodies, and this is not always readily forthcoming.

56. The major co-ordination link outside the strictly federal area is the Section's involvement with a Commonwealth-State committee of immigration and ethnic affairs officers. This Committee has agreed to compile an inventory of all Commonwealth and State information activities for migrants. However, due to a 'lack of enthusiasm' by some States, the Information Section is proceeding unilaterally with an inventory of Commonwealth activities, and will use it in its State-by-State contacts to identify gaps and overlaps.

## Conclusions and Recommendations

57. While Commonwealth Government authorities have become increasingly active in developing information services to migrants and ethnic communities, considerable room for improvement remains. An over-reliance on the print media still continues and very little use is made of the electronic media. In addition, there is insufficient consultation with ethnic communities, inadequate tailoring of programs to suit linguistic and cultural requirements of ethnic communities, and effective evaluation is rare.

58. It can no longer be said that the means of reaching ethnic and migrant groups are little known or difficult to use. Migrant Resource Centres, ethnic radio, TIS and multicultural television have either come into existence since the Report, or been extended following its recommendations.

59. The Report, the two Task Forces, MINS and subsequent ELO activities have all contributed to a growing awareness that information programs must adapt to Australia's multicultural and multilingual society if they are to reach all members of the community. But it is a long step from awareness to action. As the ELO Task Group on Information Services reported:

> It is essential that information programs for migrants are seen as integral with and not merely additional to general programs. This integration should be evident in planning by the time funds are sought for particular programs. DIEA is frequently made aware of decisions to drop the 'ethnic' segment of a particular information project on the grounds that the funds available will not bear even the costs involved in translation.

60. The expectations of the Report that the Information Section of DIEA would be able to play this role, have only partially been realised. It was not given the resources to do so and there are reasons to doubt the practicality of a small Section in one department exercising the required influence over other departments.

61. While the Evaluation believes that DIEA should, from its own resources, strengthen the Information Section, this should be essentially to increase its capacity to undertake a consultancy and advisory role both within DIEA and other Commonwealth departments.

62. Further, it believes that links should be developed with the newly established group within the Department of Administrative Services which will review, co-ordinate and advise on departmental information programs. This should provide a means to ensure that Commonwealth service providers are more considerate of the information needs of migrants as an integral part of their general activities. It is recommended, therefore, that:

> *The new Department of Administrative Services (DAS) information group should at an early stage consult with the DIEA Information Section to develop guidelines for departmental information programs to ensure that the information needs of migrant members of the community are met. Departments should submit their proposals for information programs to the DAS group outlining how the guidelines will be met. Where these are considered unsatisfactory, departments should be advised to consult with the Information Section.*

63. The Evaluation considers that the Information Section should monitor how Commonwealth departments carry out their responsibility to make adequate provision for migrant members of the community. The unfulfilled task of the ELO Task Group on Information Services provides suitable terms of reference. It is recommended that:

> *The Department of Immigration and Ethnic Affairs Information Section, in liaison with the Department of Administrative Services information group, should publish an annual report on the range and effectiveness of community language information services provided by Commonwealth departments and authorities.*

64. Perhaps most important is the development of an awareness on the part of the information providers that they are serving a culturally and ethnically diverse society. Recognition of and action on this fact cannot realistically be the subject of specific recommendation. The activities of government are too complex and on-going in this area to be amenable to any simple solution. Ultimately success in this area depends on the awareness and responsiveness of operational departments.

**Migrant Information Needs Survey**

(a) The Report recommended that DIEA commission an extensive survey of migrant information needs to be concluded in 1978/79. DIEA was also to ensure that all Commonwealth agencies through their Ethnic Liaison Officers were aware of and made appropriate use of the survey's results. The recommended expenditure was $150,000.

(b) Actual expenditure was $147,000: $102,000 in 1978/79; $38,000 in the next year; and $7,000 in 1980/81 as shown at Table 9.1. A report was published in September 1980.

**Co-ordination of Information Services**

(c) The Report recommended that the role of the Information Branch of DIEA should be expanded at an estimated cost of $250,000. This expansion was to provide capacity for supervising surveys, developing links with information areas in other Commonwealth departments and instrumentalities, and planning and co-ordinating policy on migrant information.

(d) A Policy, Research and Co-ordination Unit in the Information Section of DIEA was approved in August 1980. Expenditure for this item is part of the Department's normal salary and administrative expenses appropriations. Actual expenditure therefore has been estimated by including salaries, based on staffing changes and dates of occupancy of positions and related expenses (not defined by the Report), calculated at 25% of salary costs. This amounts to $156,000, $94,000 less than the Report's recommendation of $250,000.

**Translation of safety material**

(e) The Report recommended that unions, small employers and others be permitted to apply to the Department of Employment and Industrial Relations and the then Department of Productivity for approval for essential material on safety, etc. to be translated and printed using government facilities at nominal cost to the applicant. It also recommended that the results of industrial safety programs being developed by the Department of Productivity and the Productivity Promotion Council of Australia should, when completed, be made widely available and employers be encouraged to use them.

(f) Expenditure of $130,000 was recommended against the first of these recommendations; the Government subsequently determined that funds could be spent on both.

(g) Expenditure amounted to $114,000 as is shown at Table 9.1. Resources purchased included audio-visual kits on accident prevention, a film on industrial noise, and printing of safety posters in association with the National Safety Council of Australia. The remainder of recommended funds were committed in 1980/81 for expenditure in the following year.

Table 9.1: Information: Recommended and Actual/Assessed Expenditure

| *Item and Recommendation Number* | *1 1977/78 Expenditure 1978/79-1980/81 $'000* | *2 Recommended Additional Expenditure 1978/79-1980/81 $'000* | *3 Total Recommended Expenditure 1978/79-1980/81 $'000* | *%* | *4 Actual/Assessed Expenditure Recommended Expenditure $'000* | *%* | *5 Difference: Actual and Total $'000* |
|---|---|---|---|---|---|---|---|
| Migrant Information Survey (18) | – | 150 | 150 | (28.3) | 147 | (35.3) | –3 |
| DIEA Information Branch (19) | – | 250 | 250 | (47.2) | 156 | (37.4) | –94 |
| Translation of Safety Material (21 & 36) | – | 130 | 130 | (24.5) | 114 | (27.3) | –16 |
| **Total** | | $0.530m | $0.530m | (100) | $0.417m | (100) | –$113,000 |

*Note*
Column 3 is calculated on the basis of 1977/78 expenditure being maintained over the 3 years plus the additional expenditure as recommended by the Report (Column 2).

CHAPTER 10

# Migrant Welfare

*Cessation of funding to Good Neighbour Councils. Extension of the Grant-in-Aid Scheme. Ethnic Agencies. Geographic Location. Funding. Staffing. Services. Clients. Professional support and training. Monitoring and Evaluation. Establishment of Migrant Resource Centres. Location. Funds, staffing and activities. Community Response. Migrant Services Units. Staffing and Placement. Casework, consultancy and community development. Co-ordination, professional support and training. Migrant Project Subsidy Scheme. Purpose of grants.*

1. Migrants share with all other members of the Australian community the entitlement to social security, health and welfare programs available through a diverse range of Commonwealth, State and local government agencies and non-government organisations. Whether those programs deliver benefits and services directly or indirectly through government organisations or voluntary associations, most depend heavily on funds provided by the Commonwealth Government.

2. The Report's major thrust was that services to migrants should be delivered through the general programs provided to the community at large. It found however, that these services were not easily accessible to migrants and the agencies responsible for them were not always conscious of, and responsive to, migrants' needs. The result was that a number of urgent migrant welfare needs were not being met. In this context, the Report considered that because of their flexibility, language capacities and cultural understanding, ethnic agencies in particular and voluntary agencies were in the best position to meet the welfare needs of migrants, and facilitate their access to general services.

3. Accordingly, the Report recommended a number of specific programs to facilitate migrant access to general services which constituted 'an overall program of increased support for ethnic and community organisations to enable them to take a major role in welfare services for migrants' (para.6.1).

4. These recommendations comprised a tightly integrated package and included:

- cessation of funding to Good Neighbour Councils
- extension of the Grant-in-Aid Scheme
- establishment of Migrant Resource Centres
- re-definition of the role of Migrant Services Units
- introduction of a Migrant Project Subsidy Scheme

## Good Neighbour Councils

5. Commonwealth sponsorship and funding of the Good Neighbour Movement, with autonomous Councils in each State and Territory, commenced in 1950.

Established to welcome and assist new settlers, Good Neighbour Councils (GNCs) progressively undertook a wider range of functions including direct welfare, information provision, co-ordination of the Home Tutor Scheme and advocacy. In April 1978, Councils employed 82 full-time staff including 4 Grant-in-Aid social workers. Commonwealth expenditure for 1977/8 was $1.35m plus funding for Grants-in-Aid.

6. The Report found that GNCs had not effectively adjusted to migrants' changing needs; had devoted considerable resources to servicing the organisations themselves; and had made only limited attempts to decentralise operations to high migrant density areas. Of particular concern was their 'inability to take account of the growing capacity and desire of ethnic organisations to provide their own services' (para.6.37).

7. The Report concluded that GNCs had become largely irrelevant to current migrant needs and that their functions would be more effectively carried out as part of a new approach emphasising direct participation by ethnic groups. Continued Commonwealth funding of GNCs was not considered justified, but recognising the Commonwealth's responsibilities, the Report considered immediate cessation of funds inappropriate. Instead, a phased transition and integration with new programs was preferred. Accordingly, the Report's *Recommendation 31* provided that:

> Funds previously allocated to the Good Neighbour Councils, and certain staff and volunteers, should be directed to other community programs over a two-year period.

8. In 1978/79 $950,000 was made available to GNCs and $290,000 in 1979/80. The Report assumed that overheads would be reduced in the first year and the closure of offices take place in the second. No expenditure was foreseen for the third year. Savings, over the three years, 1978/79-1980/81, were expected to be $2.81m.

9. To meet Commonwealth responsibilities and minimise anticipated disruptions, the Report's *Recommendation 32* provided that:

> A working party should be set up by the Department of Immigration and Ethnic Affairs to assist with the administrative problems associated with cessation of the Good Neighbour Councils' funding, including assistance with the appropriate placement of staff.

### Implementation

10. All GNCs opposed the Report's recommendations. Most sought State government assistance to remain viable. Three (Qld, SA, Tas) were successful to different degrees, and resolved to continue their operations. The remainder determined to dissolve themselves well within the recommended two-year period and almost all did so.

11. A working party as proposed by the Report was established in July 1978, comprising three DIEA officers and a GNC nominee, with the GNC National Co-ordinator as consultant. Its responsibilities were primarily assisting Councils with staff placement, redirecting GNC volunteers to other community programs, and dealing with administrative matters. To aid staff placement, it established in each State and Territory Tripartite Regional Committees (TRCs) comprising local Public Service Board, Commonwealth Employment Service and Department of Immigration and Ethnic Affairs (DIEA) officers, to interview GNC staff and assist in finding alternative employment. Implementing the cessation of GNC funding was assigned to the GNC National Co-ordinator and

Department of Finance officers, while Councils were given flexibility to move funds across budget items.

12. **Staff Placement** The working party gave priority to staff placement, initially concentrating on placements in the public service. Since GNC staff were not public servants, the Commonwealth Public Service Board accepted no responsibility for placing them in public service positions or giving them special consideration among other applicants. Of the 75 staff (excluding GiA workers) employed at June 1978, nine are known to have secured positions with Commonwealth or State public services.

13. In Queensland, where substantial State funding was provided, the GNC retained six of its eight staff until June 1981. In Tasmania, all three staff transferred on an interim two-year basis to the new Migrant Resource Centre (MRC) when it was established in August 1979. In Victoria, two staff were employed by the Melbourne MRC.

14. Staff placement difficulties were not eased by some Councils' decision to dissolve themselves sooner than the Report anticipated, or the slowness with which new programs, into which GNC staff might have moved, were established. Employment opportunities of a number of GNC staff were further limited because they were approaching retirement.

15. GNC staff participated in a compulsory private superannuation scheme. The working party held discussions with the fund's trustees and, with the Commonwealth Actuary's assistance, made representations to the insurance company to ensure that staff received maximum possible benefits. Moreover, with dissatisfaction about progress in staff placement increasing, the working party developed an income maintenance scheme for GNC staff. Thirty-three staff (44% of total) in six Councils received income maintenance. GNC Grant-in-Aid social workers benefitted with other GNC staff from the special arrangements made for superannuation payments. Their conditions of employment, however, precluded them from participation in the income maintenance scheme.

## Funding

16. Actual expenditure over the three years, as set out in Table 10.1, followed closely the estimates made by the Report.

17. A major deviation from the Report's proposals was expenditure on income maintenance, amounting to $75,729 in 1979/80 and $10,952 in 1980/81. Nonetheless, total savings were approximately $40,000 in excess of the estimate.

**Table 10.1**: Report's Estimated Expenditure and Savings, and Actual Expenditure 1977/78 — 1980/81

| | *Report Estimate* | | *Actual Expenditure** | |
|---|---|---|---|---|
| *Year* | *Expenditure* | *Saving* | *Expenditure* | *Saving* |
| | *$* | *$* | *$* | *$* |
| 1978/79 | 950,000 | 400,000 | 964,595 | 385,405 |
| 1979/80 | 290,000 | 1,060,000 | 223,202 | 1,126,798 |
| 1980/81 | Nil | 1,350,000 | 10,952 | 1,339,048 |
| **Total** | $1,240,000 | $2,810,000 | $1,198,749 | $2,851,251 |

Source: DIEA and the Report

* Actual expenditure in 1977/78 was $1,350,000

### Volunteers

18. At June 1978, all GNCs reported extensive networks of volunteers, the exact numbers of which are not known. The working party requested Councils to provide names and addresses of volunteers willing to offer their services to other programs. Some Councils approached volunteers to gauge interest in new programs but no names or addresses were released to the working party without the volunteers' authorisation.

19. In Queensland, South Australia and Tasmania, where the Councils decided to continue, the networks were largely retained by the GNCs themselves, though in Tasmania some offered their services to the Adult Migrant Education Services as Home Tutors or to the new MRCs. The Victorian Council transferred most of its network to the Victorian Ministry of Immigration and Ethnic Affairs where it formed the core of a new 'Welcome Group' for newly arrived migrants. In the Northern Territory, much of the network in Darwin and the regional centres passed to the Resource and Settlement Centre established in July 1979. In Western Australia, the Australian Capital Territory and New South Wales, however, most of the networks appear to have been lost, apart from small groups which are known to have transferred to the Adult Migrant Education Services as Home Tutors, to MRCs or, in the case of one Sydney group, to a new settlement program. Many former members of GNC management committees also joined the committees of the MRCs or were appointed to Migrant Settlement Councils.

### Leases, Furniture, Equipment, Records

20. Administrative issues relating to leases and equipment were generally resolved satisfactorily. With the agreement of DIEA, Councils continuing operations retained their Commonwealth-owned furniture and equipment. In Victoria, Western Australia, the Northern Territory and the Australian Capital Territory, much of the furniture and equipment was transferred directly to the new MRCs. Some difficulties experienced in New South Wales were resolved in 1981.

21. The working party's guidelines for the disposal of records and files proposed that official and historical records be lodged with official archives and personal or case records be destroyed. All Councils ceasing operations observed these guidelines, except New South Wales where the matter is now in hand.

### Conclusion

22. In general, the Report's objectives with respect to GNCs were achieved within the period and funding it had estimated. Five Councils dissolved or ceased functioning, usually ahead of the Report's timetable. The remainder secured State government support with which to continue operations when Commonwealth funding ceased (see Table 10.2).

23. The working party's early efforts to find public service employment for former GNC staff were unsuccessful, and the time which elapsed between the dissolution of GNCs and the establishment of new programs caused difficulties with staff re-deployment. Nonetheless, the working party played a valuable role in negotiations with the superannuation fund, and its initiative in devising an income maintenance scheme assisted many staff over a difficult period.

24. In one form or another, many of the GNC resources remained involved in the area after the withdrawal of Commonwealth funding. Although a number of volunteers were lost, particularly in New South Wales, five Council networks

**Table 10.2**: Good Neighbour Councils — Outcomes to 30 June 1981

| *State/ Territory* | *Status (at 30 June 1981)* | *Staff in receipt of Income Maintenance* | *(April 78 Staff Level)* | *Volunteer Network* |
|---|---|---|---|---|
| Victoria | Dissolved 30 June, 1979 | 3 | (15) | Network mostly saved and transferred to State Ministry |
| New South Wales | Not functioning; not dissolved | 10 | (21) | Network mostly lost. One group transferred to new settlement program |
| South Australia | Continuing with State assistance | 11 | (14) | Network mostly retained — in Adelaide only. Some transferred to AMES (HTS) |
| Western Australia | Ceased operations, December 1979 | 3 | (12) | Network mostly lost. Some transferred to AMES (HTS) |
| Queensland | Continued with State funding to 30 June 1981. No longer functioning | – | (8) | Network retained by GNC to 30 June 1981 then transferred to State services |
| Tasmania | Continuing with State assistance | – | (3) | Network mostly retained and split between GNC, MRC and AMES (HTS) |
| Australian Capital Territory | Ceased operations, 30 June 1979 | 2 | (2) | Network presumed mostly lost |
| Northern Territory | Dissolved 1 July, 1979 | 4 | (3) | Network mostly saved and transferred to Resource and Settlement Centre |
| **Total** | | 33 | (78) | |

Source: DIEA

*Notes*

GiA-funded social workers excluded

Six staff retained to 30 June 1981 by GNC (Qld)

All staff transferred (on 2-year interim basis) to new MRC (Tas)

Fourth staff member employed before 30 May 1978 (NT)

were retained by the Councils themselves or transferred to new programs. Four Councils assisted in the early establishment of the new Migrant Resource Centres, and many of the leadership positions in new programs were assumed by former members of GNC executives.

## The Grant-in-Aid Scheme

25. In response to the high migration levels of the 1960s and increasing demands for specific services to migrants, the Commonwealth Government in 1968 established a Grant-in-Aid (GiA) Scheme to assist financially voluntary agencies extend or develop welfare services for migrants. The grant term was 12

months but renewal was possible, and usual. In the first year, 20 grants were made, and in 1975, when the Scheme's growth was halted, 49.5 grants were approved.

26. Initially, the Scheme allowed employment of qualified social workers only, and eligibility was restricted to agencies which could operate independently of the grant. Consequently, recipients were usually established community agencies directing services to migrants in general rather than specific ethnic groups, and bilingual workers were not common.

27. In 1976, the recruitment of qualified welfare workers was permitted, but the ceiling on the number of grants meant that only three such grants were given. Eleven grants were allocated to ethnic agencies. At the time of the Report, 81 applications for grants were outstanding, 42 of them from ethnic groups.

## The Report's Recommendations

28. The Report found that there was an urgent need for more specific welfare assistance for migrants, because many were prevented by cultural and language difficulties from using general community services. There was considerable demand for assistance which some groups were attempting to meet through part-time volunteers, but these were limited by an absence of training and professional support.

29. On the evidence before it, the Report concluded that the Grant-in-Aid program offered:

> one of the most effective means of meeting migrants' needs, especially where multilingual workers are employed. Because the scheme enables services to be provided through non-government organisations, it may lead to a more flexible and personal response to changing needs. Especially where such services are provided by ethnic organisations, we found that needs are catered for against a background of cultural understanding which is difficult for a government agency to achieve to the same degree (para.6.12).

30. The Report welcomed the employment of welfare workers because this facilitated increasing the numbers of bilingual staff, and endorsed the Scheme's extension beyond its traditional casework focus to much needed community development activities.

31. On this basis, the Report proposed a substantial expansion of the Scheme to:

- support an increased welfare role for ethnic and general voluntary organisations, particularly ethnic agencies whose welfare resources were not well developed
- widen opportunities to employ bilinguals and welfare officers
- foster the extension of the Scheme's functions in the areas of direct welfare services, community development and preventive activities.

32. At the same time, the Report suggested changes to the Scheme's administration, having noted that the placement of a numerical, as well as a financial, ceiling on the Scheme introduced unnecessary administrative inflexibilities. In pursuit of these objectives, *Recommendation 26* provided that:

> The number of grants allocated under the Grant-in-Aid program should be determined by the funds available, which should be increased by $1.7 million over the next three years.

33. This, the Report expected 'would represent an increase equivalent to 50 full-time grants'(para.6.13), at an average cost of $15,000 per grant. Three grant levels, based on approximate salary levels, were proposed with a 15% contribution to ancillary costs. It was intended the annual level of the grants be indexed against national wage movements.

34. The Report believed that the one-year grant term inhibited agencies' ability to plan and develop effective programs. Therefore *Recommendation 27* provided that:

> The method of funding under the Grant-in-Aid program should be changed from one year to three years.

Organisations were to be eligible to apply for renewal at the expiry of their grant's second year, and to be assessed with other applications made at the same time.

35. The Report saw the need for careful attention to the co-ordination, evaluation and management of the program. *Recommendation 28* proposed varying the functions of the DIEA Migrant Services Units to enable the appointment of professional social workers as 'Grant-in-Aid Co-ordinators' who would provide co-ordination, professional support and training for Grant-in-Aid workers.

### Subsequent Additions to the Program and its Objectives

36. Following the Report's adoption by Government, a number of other programs were incorporated within the Grant-in-Aid Scheme.

- *Ethnic Workers for the Aged* The Report's *Recommendation 44* proposed that the Commonwealth support 20 ethnic workers to work with elderly migrants through the States Grants (Home Care) Act at a cost to the Commonwealth of $370,000 over a three-year period. The Commonwealth was to fund fully 10 workers at $11,000 each in the first year with the cost-sharing arrangements of the Act to apply subsequently. The Act's provisions however, made it impossible to implement this recommendation in the way envisaged and alternative arrangements were not reached with the States. In May 1979, it was decided to incorporate the funding for ethnic workers for the aged in the GiA Scheme. At the higher grant level operative in the Grant-in-Aid Scheme and in the absence of State contributions, the additional funds were the equivalent of about 10 Grants-in-Aid.
- *Welfare Rights Officers* (WROs) Ethnic agencies held seven of the 10 grants in a program administered by the Department of Social Security to improve disadvantaged groups' access to welfare services. In May 1979, it was decided to discontinue the program and to allocate these seven grants to Migrant Resource Centres. Three of the ethnic agencies which had held WRO grants were allocated GiA grants towards the end of 1979. Welfare Rights Officer funding ($10,000 per grant) was at a lower level than that available under the GiA Scheme, so the funding transferred was the equivalent of 5 grants.
- *Major Agency Funding* Prior to the Report one agency had received funding for an experimental program. In July 1979, this funding was transferred to the GiA Scheme, an amount equivalent to approximately three grants.
- *International Social Service* — a voluntary agency — was in receipt of a special grant of $15,000 to assist in its activities prior to the Report. In 1980/81, this funding was incorporated into the GiA Scheme.

37. Given these extensions to the Grant-in-Aid Scheme, the total funds recommended for and incorporated into the program over three years were over $4.2m, the equivalent of approximately 120 grants in the third year.

**Table 10.3**: Three-Year Recommended Expenditure and Estimated Grants under Extended GiA Scheme

| | *Recommended Expenditure* $ | *Estimate of Grants** |
|---|---|---|
| Report's 3-year GiA recommended Expenditure | | |
| Base (1977/78 Expenditure x 3) | 1,929,900 | 49.5 |
| Additional Recommended Expenditure | 1,650,000 | 50 |
| Additional programs incorporated in GiA 1978/79 — 1980/81: | | |
| Ethnic Workers for the Aged (3 years) | 370,000 | 10 |
| Welfare Rights Officers (2 years) | 140,000 | 5 |
| Major Agency Funding (2 years) | 103,000 | 3 |
| International Social Service (1 year) | 15,000 | 1 |
| **Total** | $4,207,900 | 118.5 |

Source: DIEA and the Report

* Estimate of Grants represents the number of grants which could be allocated, at $15,000 a year per grant within the funds allocated for programs incorporated into the GiA Scheme.

## Implementation

38. In January 1979, new guidelines for Grant-in-Aid were announced and the objective of the Scheme was described as being 'to encourage self-help among ethnic communities'. Information about the program was distributed to some 2,000 organisations concerned with migrant and ethnic community matters. About 300 applications and inquiries were subsequently received.

39.By June 1981, as may be seen from Table 10.4, the equivalent of 112 grants were current, and $4.123m had been spent on the Scheme — in its extended form — in the three-year period since the Report. In the three-year period there had been some slight under-expenditure against estimates but six months later a further 9 grants had been awarded and the budget fully committed in terms of further full grants.

**Table 10.4**: Extended GiA Scheme: Actual Expenditure and Grants

| *Year* | *Recommended Expenditure* $ | *Actual Expenditure* $ | *Estimate of Grants* | *Approved Grants* |
|---|---|---|---|---|
| 1978/79 | 1,053,000 | 948,150 | 76.5 | 71* |
| 1979/80 | 1,475,000 | 1,503,539 | 104.5 | 107** |
| 1980/81 | 1,680,000 | 1,671,000 | 118.5 | 112 |
| **Total** | $4,208,000 | $4,122,689 | | |

Source: DIEA and the Report

* This figure takes into account two grants that terminated on June 30, 1979.

**Two organisations were in receipt of 'block grants' which are each regarded as the equivalent of 5 grants.

## Award of Grants

40. DIEA has adopted procedures for applications, their receipt, assessment and submission for Ministerial approval and guidelines for potential grant applicants. Departmental officers have actively stimulated applications from groups, and often assisted agencies in drawing up applications.

41. In assessing applicants, DIEA has sought 'to bring about a balance between States and between ethnic communities, and has had to ensure that services are accessible to the major concentrations of migrants in the urban areas of Sydney and Melbourne' (1980a, p.18). A number of other important factors include the composition of ethnic groups, the availability of support capacity within communities and the availability of bilingual staff in other welfare agencies.

42. This positive approach and the response of ethnic and other voluntary groups has meant significant achievements have been made with respect to the Report's objectives — increasing voluntary agency involvement in migrant welfare services and fostering the employment of bilingual and welfare officers.

43. **Extending ethnic and voluntary agency involvement in welfare services** As can be seen from Table 10.5 below, ethnic and voluntary agencies have responded to the new opportunities the Report created through its GiA recommendation, and considerably increased their involvement in welfare services. Moreover, the resources these agencies devote to migrant welfare exceed, sometimes considerably, the input from the Commonwealth in the form of GiA grants.

44. Agencies managed by, and providing a welfare service to, one ethnic group constituted 35 of the agencies participating in the Scheme at June 1981 and held 49 of the grants. Of the remaining grants, 3 were held by Ethnic Communities Councils, 9 by Migrant Resource Centres and 51 by general welfare agencies (some of which were to meet the needs of a specific ethnic group). One grant was held by a trade union organisation for the employment of an officer to work on migrant-related issues.

**Table 10.5:** Agencies in Receipt of Grants/Main Purpose of Grants as at June 1981

| *State* | *Grants to Ethnic Agencies* | *Grants to Agencies to Assist Indo-Chinese Refugees** | *General Agencies to Assist Specific Group of Migrants* | *Grants to General Agencies to Assist all Migrants* |
|---|---|---|---|---|
| NSW | 16 | 4 | 6 | 12 |
| Vic | 22 | 3 | 3 | 14 |
| Qld | 5 | 2 | – | 2 |
| SA | 3 | 1 | 2 | 3 |
| WA | 3 | – | 2 | 6 |
| Tas | – | 1 | – | – |
| ACT | – | – | – | 1 |
| NT | – | – | – | 1 |
| **Total** | 49 | 11 | 13 | 39 |

Source: DIEA and Evaluation Survey of GiA Agencies

* These agencies are identified on the basis of activities being directed almost exclusively to Indo-Chinese refugees, as at June, 1981

45. **Less well-developed ethnic agencies and groups** Some significant measure of success has also been achieved in enhancing the capacities of ethnic organisations whose social welfare activities were less well developed. Of the 79 new grants made during the three years, 26 were made to ethnic agencies which previously had no paid welfare staff, although many had previously provided a service based on volunteers.

46. A further 13 grants went to six ethnic agencies which can be identified as already having paid welfare staff. Five offices of the Indo-China Refugee Association have obtained grants. Most general agencies receiving grants have a well-developed welfare function of which specific migrant services comprise a small part. Usually an office of a larger state or national network, the agencies almost invariably have other sources of support for their welfare activities, although it is frequently claimed that specific migrant services would be very difficult to provide without the grant.

47. It should be noted that some problems which were anticipated when the Scheme was extended to less-developed agencies have not eventuated. Generally, newer agencies do not provide more inferior resources for their workers than better-established ones. While there are some shortcomings in accommodation and telephone facilities, this occurs both in the case of GiA workers employed by established agencies and by ethnic agencies. Moreover, while most workers would like to have additional facilities and funds, most understand their agencies' limited financial resources and there is evidence that agencies attempt to meet the most pressing demands.

## Geographic Location

48. The State distribution of grants is shown in Table 10.6, which indicates that the general distribution of grants by State is closely related to the numbers of non-English-speaking migrants.

49. With respect to intra-State distributions, nine grants have been made to agencies providing a service outside capital cities, one serving a specific ethnic community, the others to assist migrants of all backgrounds. Another agency, through one grant, provides additionally for a part-time worker in a provincial centre. Some of the agencies are located in areas with relatively low numbers of migrants. Overwhelmingly, however, grants have been awarded to agencies

**Table 10.6**: Distribution of GiA Grants by State

| *States* | *Number of Grants* | *% Grants* | *% of estimated population of non-English-speaking backgrounds* |
|---|---|---|---|
| NSW | 38 | 34.0 | 37.9 |
| Vic | 42 | 37.5 | 34.2 |
| Qld | 9 | 8.0 | 7.9 |
| SA | 9 | 8.0 | 8.2 |
| WA | 11 | 9.8 | 8.2 |
| Tas | 1 | 0.9 | 1.1 |
| ACT | 1 | 0.9 | 1.9 |
| NT | 1 | 0.9 | 0.7 |

Source: DIEA and Demographic Study Projections within capital cities, and tend to be highly concentrated in their geographic locations (see Figures 1 and 2, pp. 214-217). This raises a number of issues, particularly where the communities which they serve are dispersed. Again, in both Sydney, and Melbourne in particular, migrants have often moved to outer areas, distant from the premises in which ethno-specific services are based.

50. Some agencies are effectively tied to the suburbs of traditional migrant settlement by reason of heavy investment in premises. The use of telephones provide a measure of compensation, but it is acknowledged by several groups that greater attempts should be made to match service location with the residential area of clients, especially where there are a number of grants for the same language group.

51. Thus far however, sessional services are limited. In June 1981, only 30 Grant-in-Aid workers, usually from ethnic agencies, provided sessional services, and of these 19 did so for less than the equivalent of one day a week. This Evaluation believes that there is considerable scope and need for extending the practice of out-posting. The use of Migrant Resource Centres for this purpose — which is extremely low — should be extended. The opportunity to conduct sessions at MRCs should be considerably enhanced by the recommendations made about the location and management of these Centres.

### Funding of Grant-in-Aid Agencies

52. **Grant Levels** The Report proposed three levels of Grant-in-Aid, based on annual salary levels of $11,000, $13,000, and $15,000, depending on the worker experience and qualification, with an additional standard ancillary cost of about 15% of the grant level. As Table 10.7 shows, the grant levels announced in January 1979 differed from the Report's. Four categories were established; the ancillary cost element was included in the grant; and as indexation was contrary to general government policy, grant levels were not indexed. Provision was made for an annual review of grant levels and the last increase took place in January 1980.

53. It is estimated that an increase of about 25% would bring grants into line with current social welfare workers' salary scales, holding the ancillary component fixed at 15%.

54. In most agencies the Grant-in-Aid workers' salaries are either determined by an award or based on a similar professional award, increases in which have placed agencies under considerable pressure to adjust salaries, with a consequent deterioration in their financial position. The study of agencies by the Evaluation

**Table 10.7**: Grant levels as Recommended and as Implemented

| *Level* | *Recommended Level + 15%* $ | *Implemented levels (January 1979)* $ | *Current Levels (January 1980)* $ |
|---|---|---|---|
| L1 | 12,650 | 13,500 | 14,750 |
| L2 | 14,950 | 14,750 | 16,000 |
| L3 | 17,250 | 17,250 | 19,000 |
| L4 | – | 19,000 | 20,750 |

Source: The Report and DIEA

and comments made at consultations revealed that increased costs, particularly flowing from award increases in recent months, have meant that agencies are facing considerable financial difficulties. Similarly, expenditure to meet ancillary costs requires considerable supplementation from other sources and the flat grant basis makes little allowance for organisational differences. This particularly affects small agencies whose overheads cannot be distributed over a number of workers, and agencies providing a geographically dispersed service with attendant extra travel and phone costs.

### Block Grants

55. While some agencies hold more than one GiA grant, DIEA has, since the Report, introduced block grants for supporting ethnic welfare agencies. Currently two agencies are in receipt of block grants, providing approximately $85,000 in each case. They can be regarded as the equivalent of five grants each. This innovation has been significant because it allows greater flexibility in staffing and program arrangements. The experience of the two agencies indicates that its introduction has been worthwhile. Agency managements have been able to develop their welfare programs on an integrated basis, both in relation to Grant-in-Aid funded services, and to their organisations' broader welfare and community development activities.

56. The Evaluation considers this basis of funding is very appropriate in major metropolitan areas for ethnically based agencies which provide services to a total ethnic community group. In order to ensure effective use of block grants, it is necessary for the following conditions to be met:

- The agency must be well established, with a sound history of management and financial administration and significant independent sources of funding.
- The services funded should form part of an integrated program in their own right and in the general welfare program of the agency.
- The funding level should be based on an estimated number of staff, though the agency management should determine which staff are required and how they will be deployed to achieve the approved program (eg. the agency might employ some staff on a part-time, casual or contract basis).
- A significant degree of out-posting should be required.
- A form of monitoring and evaluation appropriate to the particular grant purposes should be determined by consultation with the agency.

### Grant-in-Aid Staff

57. A key Report objective was increasing the employment of bilingual staff. The evidence indicates that progress here has been considerable. In 1978 it would appear that there was only a handful of bilingual Grant-in-Aid workers. At the end of 1981, 81 of 105 GiA workers interviewed for this Evaluation had bilingual skills that they used in assisting clients.

58. Almost all GiA staff with relevant bilingual skills were located in ethnic agencies — 46 of the 48 workers employed by ethnic organisations spoke the language of their client group. Of the 12 staff in general agencies (including one at an MRC) working with specific ethnic groups, eleven had appropriate bilingual skills. Of the remaining 45 workers interviewed, 24 were bilingual and utilised this skill with at least some clients.

59. In line with the Report, welfare workers employed by GiA agencies have also increased substantially. At the time of the Report, three welfare workers were employed.

60. In 1981, of the surveyed GiA staff, 56 did not have formal social work qualifications. Nearly all were bilingual and 31 were employed by ethnic agencies. Thirty-four had no qualifications directly relevant to the welfare field, but nearly all of this group were bilingual and 19 were employed by ethnic agencies. General agencies tended to have more highly qualified GiA staff than the ethnic agencies, but the difference was not major. Fifty percent of the ethnic agency workers had formal social work or welfare work qualifications; 60% of workers at other organisations had such qualifications. With respect to experience, 41% of GiA workers gained their first experience from their GiA appointment. In ethnic agencies, 29% of GiA staff were both unqualified and inexperienced on appointment, as were 18% in general agencies (see Table 10.8).

61. Thirty-one Grant-in-Aid staff were 'lone' workers, operating in situations where there is no direct management or other welfare staff within the organisation who can provide professional support. In the larger States they usually had relevant qualifications or previous paid experience, but in smaller States staff were quite often both inexperienced and untrained.

**Table 10.8:** Language Skills and Qualifications of GIA Workers

| | *Ethnic Agency* | *Migrant Resource Centre or Ethnic Community Council* | *Agency assisting Indo-Chinese refugees* | *General agency assisting specific migrant group* | *Agency assisting various migrant groups* | *Total* |
|---|---|---|---|---|---|---|
| *Bilingual* | | | | | | |
| Qualified Social Workers and Welfare Workers | 22 | | 1 | 6 | 11 | 40 |
| Related Studies* | 5 | 1 | | 1 | 3 | 10 |
| No Relevant Qualifications | 19 | 5 | 2 | 3 | 2 | 31 |
| Sub-total | 46 | 6 | 3 | 10 | 16 | 81 |
| *Use English Only in Work* | | | | | | |
| Qualified Social Workers and Welfare Workers | 2 | 5 | 5 | 1 | 5 | 18 |
| Related Studies* | | | 2 | | 1 | 3 |
| No Relevant Qualifications | | | | | 3 | 3 |
| Sub-total | 2 | 5 | 7 | 1 | 9 | 24 |
| **Grand total** | 48 | 11 | 10 | 11 | 25 | 105 |

Source: Evaluation Survey

* eg. people who have undertaken undergraduate courses in psychology, social sciences, etc.

## Grant-in-Aid Services

62. The Report noted that the range of activities the Grant-in-Aid Scheme encompassed included work with groups of migrants, community development and the supervision and training of welfare personnel, including volunteers. It found that the emphasis was on individual casework and supported the Scheme broadening to include 'preventive' community development activities.

63. Direct comparison cannot be made between work currently undertaken in Grant-in-Aid with that in 1978. Generally, however, it is still appropriate to describe the Scheme as predominantly casework-oriented. Most Grant-in-Aid workers spend some 60% of their time providing individual social welfare services to clients. Group and community work occupies less than 20% of the time of the majority.

64. The main needs met in Grant-in-Aid work with individuals and groups reflect the issues identified by the Report as highly relevant to migrants and for which the Scheme was regarded as particularly effective. For example:

- arranging social support for isolated and culturally deprived people — quite a few GiA workers have established and run small social groups, mainly of women or the aged, for conversation and activities such as arts and crafts, and English instruction.
- providing information about housing, employment, legal matters, etc., and helping clients in their contact with government and private organisations.
- counselling people with emotional problems, such as mental stress and parent-child conflict, which often arise from the varying rates of adjustment people make to life in the new country.

65. In many cases this work plays an important role in helping ethnic groups gain effective access to services and resources available to the general community. Most workers spend considerable time dealing with government departments and other general organisations on behalf of clients whose English is inadequate for such purposes. Many of the matters handled are routine, but workers also assist in more demanding issues, such as the securing of appropriate services from government departments or legal and consumer protection problems. Many Grant-in-Aid workers undertake a range of community education activities, such as sensitising general agencies to migrant needs, talking to clubs and groups about migrant welfare issues, etc.

66. To date, however, few grants have been made for projects concerned mainly with community development work. Of Grants-in-Aid surveyed for this Evaluation, only 10 workers spent less than 20% of their time on casework. Few workers have recruited and trained volunteers to assist and extend their projects.

67. The evolution of the Grant-in-Aid Scheme toward more community-based work appears, however, to be gathering momentum. This is a direction in which a substantial number of individual workers would like to move. Several well-established ethnic agencies have expressed to the Evaluation their interest in undertaking a greater community development role for their own and perhaps other, small ethnic groups. One has already undertaken such activities for another ethnic group. The Report saw community development work as most appropriately placed with larger ethnic groups or community organisations, and this Evaluation shares that judgment.

68. This Evaluation believes that more projects to assist ethnic communities develop their own self-help arrangements are needed, ranging from recruiting and training volunteers to assisting ethnic groups establish and strengthen their community organisations. These activities are eligible under the Scheme and this Evaluation welcomes a further activity suggested in draft revised guidelines for Grant-in-Aid — 'development of mechanisms through which migrants have access to community services'.

## Client Usage

69. Considerable difficulties emerge in assessing the client usage of GiA-funded services. To a large extent, these difficulties characterise the social welfare field. There is a general lack of consistency in defining key terms used in describing workload, making it difficult to know what is included by individual workers under terms such as 'caseload'. Telephone contacts, home visits and clients 'on the books' but not actually seen in the given period may or may not be included.

70. DIEA collects some statistics in this area, but this data, as well as exhibiting the general problems referred to above, is incomplete. A number of GiA agencies have reservations about the appropriateness and usefulness of the information requested of them, and non-compliance or very late returns are of significant proportions. Subject to these qualifications, DIEA figures, excluding those grants where the basic focus was not casework, indicate an average monthly caseload of 67 in 1981. Over half the workers reported an average caseload of less than 60, and frequently less than forty.

71. The Evaluation's GiA study, which concentrated on seeking information from workers about the number of sessions with clients, indicated an average of 80 personal and 122 telephone contacts per worker per month. This however, like the statistics collected by DIEA, is subject to a number of limitations.

72. In order to obtain a more satisfactory basis for assessing client usage, two ethnic agencies were approached to conduct an analysis of their total recorded casework for 1981. Two measures of client contact were recorded. The first, *caseload*, measures the number of people who used the service on one or more occasions during 1981. The second, *case contact*, records the number of times clients contacted GiA workers, either in person or by telephone. The figures for case contacts do not include brief telephone or personal interviews, only significant contacts. Table 10.9 shows the details.

**Table 10.9**: Client Contact in Two Agencies for 1981

| | *Agency 1* | *Agency 2* | *Total* |
|---|---|---|---|
| *Caseload* | 1,587 | 1,245 | 2,832 |
| *Case Contacts* | | | |
| Office Interviews | 4,123 | 2,686 | 6,809 |
| Home Visits | 449 | 668 | 1,117 |
| Telephone Calls | 5,583 | 3,761 | 9,344 |
| **Total** | 10,155 | 7,115 | 17,270 |

Source: Case records for 1981 for each agency

*Note*

Agency 2 includes one worker whose main activities were community development, not casework.

**Table 10.10**: Details of Clients in each Agency's Caseload, 1981

| | *Agency 1* | *Agency 2* | *Total* |
|---|---|---|---|
| *Length of Residence in Australia (in 1981)* | % | % | % |
| 0- 4 years | 6.2 | 14.3 | 9.7 |
| 5-10 years | 11.8 | 9.0 | 10.6 |
| 11-15 years | 46.5 | 26.9 | 37.9 |
| 16 or more | 35.6 | 49.8 | 41.8 |
| | (N = 1577) | (N = 1237) | (N = 2814) |
| *Year of First Contact with Agency* | | | |
| 1975 or earlier | 3.6 | 5.3 | 4.3 |
| 1976-1980 | 27.2 | 22.5 | 25.1 |
| 1981 | 69.2 | 72.2 | 70.5 |
| | (N = 1582) | (N = 1238) | (N = 2820) |

Source: Case records for 1981 for each agency

73. The results indicate an average annual caseload per worker of approximately 300 clients with whom a total of over 1,900 significant contacts each were recorded over the year. This is equivalent to approximately 40 contacts per week. Table 10.10 describes the details of persons in each agency's caseload.

74. Data from both agencies indicated that most clients had been resident in Australia for 10 years or more, this reflecting the migration patterns discussed in Chapter 3. Despite this, 71% were new clients in 1981, indicating a continuing demand for ethnically based services even after the period of initial settlement. In part, this can be attributed to the changing needs of client groups, for example, a disproportionate number of elderly clients used the agencies, indicating increasing problems in this group.

75. The data showed an extensive range of presenting problems, though pensions and benefits, health, financial, marital and family, and legal problems, were the major areas of difficulty. These findings indicate that migrants need assistance and turn for that assistance to ethnic agencies well beyond the 'initial settlement phase'. They also indicate the limitations of the assumption that because a group is 'well established', its members' need for assistance disappears. That need may be a recurring one triggered by newly emergent circumstances throughout a migrant's life.

## Support for the Grant-in-Aid Scheme

76. *Recommendation 28* proposed a revision of the functions of the DIEA Migrant Service Units (MSUs) to include among other things the appointment of Grant-in-Aid Co-ordinators to provide co-ordination, professional support and training for Grant-in-Aid workers, on a ratio of 1:12.

77. Seven Co-ordinator positions have been established in the States where a number of grants are held, but not as part of MSUs. The Co-ordinators' duties are as the Report outlined, and include responsibility for assessing applicant organisations, co-ordinating GiA organisations' activities, providing professional support, arranging training for GiA staff and evaluating the effectiveness of grants. The number of Co-ordinators is less than the Report proposed with

two substantive positions in Victoria (42 grants)* and New South Wales (38 grants), and one Co-ordinator in each of Western Australia (11 grants), Queensland (nine grants) and South Australia (nine grants). In Tasmania, the Northern Territory and the ACT no full-time appointments were made because of the small number of grants and the responsibilities fall on regional office social/welfare staff.

78. Contact between Co-ordinators and Grant-in-Aid workers varies considerably. In most States there are regular meetings of GiA workers. Outside this context, just over half the GiA staff advised this Evaluation they saw a Co-ordinator less than once a month; a third said half yearly or less and 15% said never Contact by telephone was a little more frequent.

79. Apart from a few instances where particular difficulties have arisen, most Grant-in-Aid workers are quite positive about Co-ordinators, though a quarter said they would like greater support. Where difficulties arise it is usually on matters which are not the subject of clear definition, for example the relative priority of casework. This is indicative of more widespread uncertainty about the respective responsibilities of agencies and Co-ordinators. Especially in small agencies with new or less developed management structures, GiA workers may see the Co-ordinators as a supervisor rather than an adviser.

80. Co-ordinators also advise agency management, but mainly in preparing grant applications and work programs, and setting up administrative procedures. Once a worker takes up the position, there tends to be little discussion of the work itself with agency management. This concerns some workers, particularly those feeling that their management is not well-versed in welfare practice. Those workers who do not feel the need for professional support view their liaison with the Co-ordinator as part of the monitoring process and believe that this should more appropriately be conducted with the agency.

81. Most DIEA Regional Offices provide individual or group induction programs of varying lengths and formality, to introduce new GiA workers to DIEA and other welfare agencies. Some also offer initial training and placement on-the-job with an experienced welfare worker.

82. Provision for in-service training is more limited. In two States Grant-in-Aid workers have been included in DIEA staff courses. On occasion, they have been directed to appropriate courses run by a tertiary institution or other body. Few formal courses have been developed for GiA. The need for a greater opportunity for formal training was commented upon by a significant number of GiA workers.

## Monitoring and Evaluation of Grants-in-Aid

83. Grant monitoring is generally through contact between the GiA Co-ordinator and worker. At present formal departmental monitoring arrangements are lacking since the standardised monthly returns initially required were found impractical. New procedures are being devised to give agencies the opportunity to develop reporting systems appropriate to their own programs.

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* In Victoria, one Co-ordinator is currently assisted by two officers of a lower level who have been assigned Grant-in-Aid Co-ordinator duties.

84. As the Report proposed, there is no provision for automatic renewal. Agencies must apply for a new grant and submit information about their activities under the current grant. Officers at regional level appraise the submission, a process which may involve discussion with the agency, other service providers in the area and DIEA staff who have had some contact with the agency. The appraisal is then forwarded to the central office of DIEA and the application considered.

85. The Report suggested that applications from organisations which held grants should be assessed alongside those of new applicants. The present system allows this to happen at irregular intervals, when batches of current grants expire. Under these arrangements only relatively small numbers of grants are available at any one time. The Evaluation believes that this arrangement inhibits active promotion of the Scheme, and thus applications from new groups and organisations.

86. The present system could be readily modified so that a large number of grants terminated simultaneously. Well in advance, grantees could be evaluated and re-apply, if they wished to do so. At the same time the availability of the new grants would be widely advertised, and all applications assessed on a comparative basis.

## The Current Relevance of the Objectives

87. From a variety of perspectives, the Grant-in-Aid Scheme has a clearly important and continuing role in meeting government and community expectations of appropriate welfare services. The Commonwealth expressed its strong general commitment to provide services through voluntary agencies close to the community in the Report's terms of reference, namely, its work was to be conducted with regard to the Government's 'objective of encouraging self-help and supporting the enterprise and dedication of community groups and individuals in the provision of ... programs and services'. The Grant-in-Aid program's relevance to these purposes is quite evident.

88. The response of ethnic and other community-based groups to the opportunity the Scheme provides for improving services has been very enthusiastic. Moreover, the Scheme's existence has been a significant factor in developing ethnic group's self-help processes. A number of less well developed groups have been formed specifically to gain access to Grant-in-Aid resources to enable them to meet more effectively their members' needs. The Report's confidence that such groups could respond effectively if eligibility for grants was extended to them, has thus proven to be soundly based.

89. The Scheme's relevance to meeting migrant welfare needs was strongly endorsed in both the community consultations and written submissions, combined with a clear statement of need for more grants. Its effectiveness was seen as being related directly to the opportunity it gives to emphasising the need for bilinguals to work with ethnic communities. Support for the three-year funding provision and the Scheme's broadening was considerable, but combined with criticism that grant levels had not been sufficiently increased.

90. These perceptions of the Scheme's value were reflected in the Survey of Information, Needs and Use of Services (SINUS) and the study by the Evaluation of clients of seven GiA agencies. Of over 1,700 people interviewed for SINUS, one-fifth had heard of an ethnic agency catering to the needs of the

relevant language group in the area. About one-third of these had actually used the agency.

91. Over half the 284 people interviewed in the client survey reported that the agency was the only place they knew where they could go for help and over 90% indicated that they would return to the same GiA agency for help in the future. If they moved to a new area and could not return to this agency, most wished to go to an agency serving their particular ethnic group where their community language was spoken and their culture understood. There was some variation between ethnic groups. Newly arrived groups such as the Vietnamese and to a lesser extent Spanish-speaking people indicated a preference for either a general or government agency. Both these groups tended to have been to a number of different agencies in the past.

92. The client survey also confirmed the central importance of language in the choice of welfare services. Clients of GiA-funded organisations overwhelmingly identified the ability to communicate in their own language as a key reason for choosing that particular agency. The only other reason given comparable importance was that of a shared cultural background, but this was almost invariably seen as a concomitant of the linguistic criterion. Moreover, in at least eight cases where bilingual workers were placed in an area by general agencies to serve the local migrant community at large, a large proportion of clients attracted were people who spoke the community language spoken by the worker.

93. A variety of data points to the likelihood of a growing role for the kinds of services GiA agencies are best placed to meet. They provide, for example, a point of language and cultural contact for those who are socially isolated in Australia. Over half the migrant women interviewed in SINUS expressed the desire for more contact with other women. The proportion was as high as 77% among the newly arrived Vietnamese, but still a very significant 27% among the longer-resident Italian women. As the demographic analysis in Chapter 3 shows, the problems of lone women are also being aggravated by the ageing of the overseas born population. In 1981, there were about 190,000 overseas-born lone women aged 50 and above. Within the next 5 years, their numbers are likely to have increased by over 20,000.

94. With the changes in family relationships which many groups are experiencing, problems relating to the physical and emotional well-being of the elderly are likely to intensify. Special demands will be created on accommodation, income security, health care, and culturally appropriate social facilities. Problems with pensions, for example, were mentioned in SINUS by 16% of those aged 50 years and above and comprised a significant element of the casework conducted by GiA workers.

95. Both the submissions and consultations showed considerable concern for GiA giving greater support to small, less developed groups and many believed that special funding should be considered for newer and disadvantaged ethnic groups. The history of the first extension of GiA to less well-developed groups has pointed to the viability of such agencies and the considerable commitment they manifest to supporting the activities of the GiA worker.

## Conclusions and Recommendations

96. Extension of the Grant-in-Aid Scheme was regarded by the Report as a key component of its strategy to encourage and support self-help among ethnic and

other community-based groups providing welfare services to migrants. The evidence gathered by the Evaluation indicates strongly that it has been very successful. Ethnic groups have been able to establish and extend much needed — and appreciated — programs. The number of bilingual staff to whom migrants with problems can turn has increased substantially. Community groups and organisations are extremely willing and able to take on even greater responsibilities. The Evaluation believes that the Grant-in-Aid Scheme should be extended to further enable community-based agencies, particularly ethnic ones, to provide welfare services to migrants. It is therefore recommended that:

> *The funds available to the Grant-in-Aid program should be increased to enable 20 additional grants to be awarded each year over the next three years.*

97. Over the first two years, five grants should be earmarked for the development of informal child-care arrangements at home among ethnic communities, and ten for support of projects relating to migrant women in industry and migrant women in family conflict and breakdown situations. (This is discussed further in Chapter 11).

98. Applicants should be free to apply for grants to employ workers on a part-time basis if that is appropriate to the circumstances.

99. A number of changes are required in the operation of the Scheme to ensure that it meets priority needs and to enhance the effectiveness of the workers and agencies involved. Adjustment should be made in the following areas.

### Funding

100. The value of grants must not be allowed to erode to the detriment of an agency's ability to maintain the service for which awards are made.

101. The Evaluation recognises that indexation falls outside government policies, and it regards as relevant the recent practice of 'out-turn' funding adopted by the Commonwealth Government as appropriate to some grants programs. Under this system, grant allocations at the beginning of each financial year take into account anticipated cost variations in factors particularly significant to the grant. The grantee then has full responsibility for managing the project within that funding. Accordingly, it is recommended that:

> *The practice of out-turn funding should be applied to the Grant-in-Aid program and that, from 30 June 1982, the calculation of annual grant payments to agencies should be based on the out-turn principle.*

102. The Evaluation believes that the Report's assumed 15% ancillary component was too low, and that there should be some flexibility in grant levels to reflect differences between agencies. It is considered that the notional standard of ancillary component should be generally 20%, and increased to 25% where the agency has no more than one paid full-time employee apart from a Grant-in-Aid worker or there are other exceptional cost factors, eg. sessional services necessitating significant travel costs. Taking into account the increases in costs since grants were adjusted it is therefore recommended that:

> *The levels of Grants-in-Aid in 1982/83 should be increased by 25%, and then varied in such manner that the previous loading for ancillary costs of 15% is varied to 25% for agencies with no more than one paid full-time staff member other than the Grant-in-Aid worker, or which face exceptional costs because of their locations or services; and 20% in other agencies.*

Further, it is recommended that

> *An establishment grant of up to $2,000 should be provided for agencies which have not previously employed a full-time welfare worker.*

## Personnel Conditions

103. A range of problems associated with personnel conditions applicable to Grant-in-Aid workers have arisen in the course of this Evaluation. These include conditions of leave, attendance at conferences, long service leave, and so on. This Evaluation believes that these matters are the responsibility of the management of the agency, and that this autonomy in dealing with them is essential to the character of voluntary associations.

## Award, Monitoring and Evaluation of Grants

104. Many grants for which renewal will be sought are due to terminate shortly. There will also be many new agencies wishing to apply. For the award of grants to reflect priority considerations there should be wide publicity for the availability of grants, and public guidelines outlining priorities and conditions. All applications should then be assessed in relation to each other. It is recommended that:

> *Applications for grants should be publicised, called for once a year, and assessed at the same time; one-third of the total number of grants will be awarded each year.*

105. It is of basic importance that the continuity of effective work by agencies meeting priority welfare needs be secured. The Evaluation does not consider that the proposed assessment process should create a large turnover. As the Report suggested, the assessment process should take into account the effectiveness of organisations under consideration and agencies whose work is positively evaluated can have an expectation that it will be allocated a new grant if it continues to undertake work in relation to priority welfare needs. The Evaluation strongly endorses the view that the aim should be to provide the maximum of continuity in the provision of services that is consistent with directing resources to areas of highest priority.

106. This Evaluation notes the strong view that in accordance with the Report's fundamental principle, support needs to be given to less well developed ethnic groups' movement towards self-help. It considers that particular priority should be given to such groups in the allocation of Grants-in-Aid. The Evaluation also considers that priority should be given to further enhancing the resources of established ethnic agencies where the needs of the ethnic group they are serving, warrants it. This will increase the effectiveness of these agencies, allow some economies of scale and avoid unnecessary fragmentation. There should however be a commitment on the part of these agencies to undertake significant outposting, particularly at appropriately located MRCs. Moreover, the Evaluation considers that established ethnic agencies with considerable experience in the welfare field should be given priority when general community development grants are allocated.

107. It is envisaged that the guidelines issued when grant applications are called for would change to reflect circumstances eg. different target groups might be selected for special consideration each year. In general, Grant-in-Aid projects which are evaluated as effective and which continue to meet priority needs should be renewed.

108. Some Grants-in-Aid have been made following extensive consultation between DIEA officers and community groups about the most effective manner of delivering welfare services in particular areas or to particular groups. The Evaluation believes such consultation is in order, and that it may also be desirable to consider other details of proposed services eg. whether the GiA worker will

be outposted to a Migrant Resource Centre located where there are many members of the community of the applicant organisation. Agreement on these kinds of issues should, where appropriate, form conditions of the award of a grant, in addition to the other aspects of service outlined by the agency in its application.

### Support and Training

109. The Evaluation considers that there should be a substantial boost in arrangements for the support and training of Grant-in-Aid workers, and agencies. In the short-term there will not be sufficient bilingual qualified social and welfare staff to meet the needs of many communities. These communities will of necessity continue to seek the services of staff with the primary criterion of appropriate language, though they might have little or no social/welfare work training. Many of these workers are extremely capable and effective, but they face demands for services requiring skills which only training can readily instil.

110. The Evaluation has concluded that the growth of community-based services which has occurred, and the further developments which are proposed here, will require additional support, and proposals to this end are made at paragraph 200.

## Migrant Resource Centres

111. The Report found that in a number of areas there were large numbers of migrants, but few services. In these areas, typically outside metropolitan and inner suburban regions, ethnic groups were too thinly spread to provide their own services. Thus, a major objective was to locate the delivery of welfare services in these areas and help stimulate self-help activities among local ethnic communities. Accordingly, the Report's *Recommendation 25* provided that:

> The Commonwealth Government should establish, on the principles outlined in paras 6.2-6.9, a special program for the funding of multicultural resource centres in areas of need.

112. The centres were to provide 'a base from which ethnic groups could work locally' and provide such services as multilingual welfare counselling; facilities for meetings of ethnic groups; English language classes and cultural activities; general information and referral; co-ordination of services in the area; and assistance to emerging local groups.

113. It was regarded as 'essential that the operation of the centres allows for community involvement and encourages volunteers especially from the ethnic communities, for a range of different self-help activities' (para.6.4).

114. The centres were to be funded for a 3-year period and subject to continuous evaluation through DIEA. It was proposed that they be operated by incorporated bodies drawing membership from local ethnic and community organisations. The guidance and support of the Department were seen as of value where appropriate but the Report wanted centres to be 'independent of direct government control' (para.6.8).

115. The physical location of the centres was recognised as a critical element in their success. The Report therefore suggested that in areas where strong community networks were lacking, community development officers from DIEA would act as 'initiators'. They would be sent for up to six months to areas where

a centre might be needed, assess the need and recommend whether a centre should be established. If so, they would involve local people in preparing the groundwork for a centre and establishing a local committee to run it. 'At all stages' the Report stressed, 'there would be close consultation, involvement and working *with* the community' (emphasis in original; Appendix 45).

116. The Report envisaged the establishment of about 18 centres over three years, in both capital and provincial cities. For estimating purposes, a notional figure of $50,000 per centre was assumed to meet the salaries of a co-ordinator and receptionist, rent of premises and some administrative costs.

## Implementation

117. By June 1981, 3 years after the Report had been accepted by the Government, 17.5 grants had been made, and 19 Centres had been established. (See Table 10.11)

118. The discrepancy between the number of grants and the number of Centres arises from several developments.

- DIEA entered into cost-sharing arrangements in Victoria with the State and local governments — the centres at Footscray, Preston/Reservoir and Prahran each have only half a grant.
- The MRCs in Launceston and Hobart share a grant.
- Adelaide MRC has two grants, one of which is used to fund three community workers based in Woodville, Salisbury and Unley. DIEA cites these three as 'satellite' centres (1981b, p.20).

**Table 10.11**: Establishment, Location and Coverage of Migrant Resource Centres

| *Location* | *Geographical Coverage* | *Date Commenced Operations* |
|---|---|---|
| Melbourne | Melbourne | July 1979 |
| Darwin | Northern Territory | July 1979 |
| Hobart and Launceston | Tasmania | August 1979 |
| Geelong | Geelong | October 1979 |
| Liverpool | Liverpool, Fairfield Campbelltown | November 1979 |
| Illawarra (NSW) | Wollongong | February 1980 |
| Prahran (Melbourne) | Southern suburbs | May 1980 |
| North Perth | North Perth | May 1980 |
| Canberra and Queanbeyan | ACT & Queanbeyan | May 1980 |
| Brisbane | South Brisbane | July 1980 |
| Adelaide | Adelaide city & suburbs | August 1980 |
| Preston/Reservoir (Melbourne) | Northcote, Preston, Whittlesea, Greensborough, Heidelberg | October 1980 |
| Townsville | Nth Queensland (not Mt Isa) | October 1980 |
| Fremantle | Fremantle | October 1980 |
| Botany | Botany | January 1981 |
| St George | St George, Kogarah, Rockdale, Hurstville | March 1981 |
| Footscray | Western Suburbs | March 1981 |
| Newcastle | Newcastle, Hunter Valley | May 1981 |

Source: DIEA and Evaluation Study

119. A number of Centres other than Adelaide have various relationships with localities outside their immediate area. The Canberra-Queanbeyan Centre, for example, makes a small grant to an independent 'Multilingual Information Centre' based in Queanbeyan. The Darwin MRC has 'branches' in Nhulunbuy, Groote Eylandt, Katherine, Tennant Creek and Alice Springs.

120. There is a further centre at Parramatta (NSW) operated by DIEA since 1977, which the Department describes as having been 'brought within the migrant resource centre network' (1981b, p.19). Because it is funded and managed directly by the Department, and its staff are DIEA officers, it is not considered as a Centre for the purposes of the present Evaluation.

### Location

121. In a number of important respects the Report's initiating procedures were not observed. No initiators, as proposed by the Report, were appointed although in a number of States, officers of DIEA prepared reports on possible MRC locations. Consultations with ethnic communities were limited. While some attempts were made to establish priority areas with a need for an MRC, generally other factors such as regional issues, the willingness or otherwise of local government to accept cost-sharing arrangements and Good Neighbour Council representations appear to have had more influence.

122. On the basis of presently available information, it is not possible to come to a definitive judgment as to whether or not MRCs meet their major objective of locating delivery services in areas not effectively serviced by established ethnic and voluntary organisations. *Prima facie* it would not appear to be. This is not to say that an area with a concentration of welfare agencies is over-serviced in some absolute sense. Relatively, however, as can be seen from Figures 1 to 5 (pp. 214-223) there appears to be heavy over-servicing by comparison with outer areas densely populated by migrants.

### Organisation and Management

123. Little progress has been made to establish constitutional and governing structures of Centres as proposed by the Report. Only four Centres have completed the process of incorporation and some have hardly begun. In most cases, committees of management have been appointed. All committees, whether interim, elected or appointed, include representatives or observers from the three tiers of government. Government members rarely choose to exercise their voting rights but in many cases have a disproportionately influential role.

124. DIEA has recently sent guidelines on constitutional options to all Centres, proposing 12 member management committees comprising:

- three government representatives appointed by the Minister
- two representatives of welfare or voluntary organisations appointed by the Minister
- seven representatives elected by members, at least two of whom represent the interests of new or smaller groups.

125. The Report looked to the committees of management to run Centres according to local needs and priorities. Their performance in formulating policies to bring this about has been mixed, and a number have done little to guide their staff effectively.

126. The task was not an easy one and committees consulted by the Evaluation felt that the objectives described by the Report were too vague and general. Some felt that DIEA had not given them enough guidance and co-operation in the process.

127. The Report specified that approval of a grant was to involve an agreement between DIEA and each Centre's committee of management as to the objectives of each Centre and the means of implementing them. This has occurred, but the agreements are general in nature, merely outlining the range of possible modes of activity as laid down in the Report, as well as specifying that attention be given to the needs of women and to general information needs.

128. Many Centres are still at the stage of working out priorities. A common complaint is that they lack information about the needs and gaps in services in their area, which points to the fact that no detailed initiation research was undertaken. The impression gained by the Evaluation is that committees which have been elected are generally the most active and thoughtful in terms of the operation of MRCs. Some appointed committees appear to lack immediate links with local communities and have members who are heavily committed to projects other than Centres.

129. The right of approval by DIEA over the appointment of Centre staff — specifically accorded by the Report — has been noted as a cause of concern to some management committees. The potential for conflict eventuated at one Centre when the Department vetoed the appointment of a person selected by an MRC committee. The Evaluation believes that the responsibility for this function should rest unequivocally on management committees, in keeping with the objective of Centres to stimulate self-help and the principle expressed by the Report that they should be independent of government control.

130. With respect to departmental evaluations of Centre operations, while DIEA is represented on each management committee there are currently no formal systems to regularly monitor what happens at Centres and thus enable evaluation to be undertaken.

## Finance

131. Most Centres, to date, have managed to live within the funds provided; indeed some have accumulated sizeable resources. Beyond the funds proposed by the Report, the Commonwealth made available an establishment grant of $30,000 for each Centre which has enabled them to acquire and furnish reasonable premises. However, as Centres have developed their activities, their financial situations have become more difficult. DIEA is presently amending the basis of financing Centres so as to adjust the amounts allocated in line with local requirements, especially rent and reserves.

132. In the course of consultations, concern was expressed that the level of MRC grants might be held constant and management committees expected to raise money for increased recurrent expenditure from other sources. The Evaluation believes that the basis of funding proposed by the Report should be maintained.

133. There have been some financial problems in Tasmania and Victoria where grants have been split. This has meant that these Centres are not staffed at the level envisaged by the Report, and operating hours have been restricted.

### Staffing

134. The Report provided for funding two full-time staff members for each MRC, a co-ordinator and a receptionist. In some Centres the latter position has been upgraded to that of 'Assistant Co-ordinator'.

135. Ten MRCs have their own Grant-in-Aid workers, some on a part-time basis, and one has three part-time workers funded from other sources.

136. Co-ordinators' roles vary considerably, reflecting such factors as committees of management's policies, their own skills and interests, and whether or not the MRC has a Grant-in-Aid worker.

137. In addition, many Co-ordinators undertake casework. They report that there is a demand for this and that it is sometimes impossible to make referrals because alternative services simply do not exist. A number also feel that it is not possible to divide their community work from casework. Most Grant-in-Aid workers employed by Migrant Resource Centres undertake casework activities.

138. Most Co-ordinators feel the need for more concrete guidelines from management in order to establish priorities. While some are confident these will evolve with time, others point to a lack of interest and/or knowledge on the part of their committee of management as a cause of problems.

139. Where a committee has little interest, the Co-ordinators may be in virtual charge of an MRC; at the other end of the spectrum are MRCs where Co-ordinators are tightly restricted in their area of operation. At one Centre the Co-ordinator is barred from attending committee of management meetings.

140. Some MRCs have developed stable groups of volunteers who have made a significant contribution to their work. Despite this, Co-ordinators often comment that volunteers cannot be relied upon to provide any continuing service.

141. The Report saw multilingual welfare counselling being provided through officers seconded from ethnic or other community organisations or from government agencies. As noted above, many Co-ordinators and MRC Grant-in-Aid workers in fact undertake casework counselling. Generally speaking, MRCs have not done well at drawing in personnel from other organisations, whether voluntary or government. Six MRCs have Grant-in-Aid workers from other organisations either based at their Centres or providing sessional services. Eight have staff from DIEA Migrant Services Units providing sessional casework services and eight have other welfare organisations using them as bases. The total in terms of full-time-equivalent staff is not considerable.

142. As Table 10.12 shows, of 63 personnel based at MRCs, about 44 are MRC staff or Grant-in-Aid workers employed by the Centres. The equivalent of only 20 staff have been attached from other organisations.

### Activities

143. The Report listed a wide range of activities as appropriate for Centres, and their particular patterns and balances were to be determined according to local circumstances. Many of the Centres are relatively new and their activities are still at an early stage of development.

144. Almost all the Centres are used — with varying degrees of frequency — by ethnic groups for meetings and cultural activities. A few Centres are inadequate

**Table 10.12:** Paid Equivalent-Full-Time Personnel Based in MRCs, November 1981*

| *Co-ordinators* | *Assistant Co-ordinators* | *Reception* | *MRC Welfare Staff* | *Other GiA* | *DIEA Migrant Service Units* | *Other Orgs* | *Total* |
|---|---|---|---|---|---|---|---|
| 16 | 8 | 9.5 | 10** | 5.2 | 6.5 | 7.8 | 63 |

Source: Evaluation Study

* Excludes Adult Migrant Education staff

** Comprises GiA workers and 3 other part-time staff (funded by other sources)

or unsuitable for such functions in that they either lack rooms of sufficient size or because the layout means that meetings of any size disrupt other activities taking place. A number of them are unsatisfactory because the premises are not at ground level and so difficult to access for infirm or disabled people. Nor are they readily visible and inviting as 'drop-in' facilities.

145. Over half of the Migrant Resource Centres have — or have had — English classes conducted on their premises and several are used as a base by the Home Tutor Scheme.

146. Most Centres offer welfare counselling through their own staff or other personnel based at the MRC. The extent to which it is multilingual varies. In addition, all MRCs provide general information and referral and have displays of information pamphlets in a number of community languages. The reported number of contacts for information and advice ranges from 5 to 800 per month. It is difficult to quantify accurately because no standard reporting system is in operation.

147. All MRCs have at least informal contacts with local service providers. Some are represented on 'inter-agency' groups while others have organised seminars on migrant-related issues for service providers. Co-ordinators in some Centres have given talks to schools, service clubs and other bodies about migrant issues and several Centres have resource material available to students. Several MRCs have been involved in research into the needs in their region.

148. Migrant Resource Centres have not actively sought to undertake one of the roles suggested by the Report — to co-ordinate services and multicultural activities in the local area. Most regard this as presumptuous in the sense that MRCs would be resented if they attempted to assume control over these activities. Most have tried to work co-operatively with other service providers.

149. It would certainly be inappropriate for Migrant Resource Centres to attempt to direct the activities of service providers in their area. Nothing in the Report suggests that this was intended. The co-ordination of activities is clearly intended to grow out of the role of Centres as a base from which a range of ethnic groups and other service providers work and whose management is drawn from community and relevant government representatives.

150. A further role which — with a few exceptions — Centres have yet to tackle in a concerted fashion is the provision of assistance to emerging ethnic groups and organisations. Some Centres have made contact with new groups and provided access to their facilities but there has been little activity beyond this.

### Community Response to Migrant Resource Centres

151. Assessing the 'community response' to Migrant Resource Centres must be tentative, because of the diverse nature of MRCs, their histories, and the fact of their newness. There were however a number of themes which recurred in the course of consultations held by the Evaluation.

152. In general the larger, more established communities tended to see MRCs as irrelevant to their needs because they had access to their own facilities. It was the smaller groups who made most use of Centres for their activities and voiced strongest support for the concept. However, a number of Centres were criticised because the location and/or premises were regarded as unsatisfactory for meetings and functions.

153. A number of critical comments were made about the lack of consultation with ethnic communities before Centres were established, and the fact that many Centre Committees are appointed, rather than elected.

154. Several submissions commented on the desirability of integrating MRCs and Community Settlement Centres because of the closely related nature of their activities.

155. There was general feeling that MRCs should tailor their role to complement the activities of local groups, and some concern that on occasion they were proving competitive, or undertaking functions which were inappropriate. These comments mainly related to the respective spheres of activity of Ethnic Communities Councils, DIEA Migrant Services Units, and other community welfare agencies. There was some comment that MRC staff should focus on their role to make Centres a base through which others worked rather than seeking to make them active institutions in their own right.

156. General public awareness of Migrant Resource Centres appears to be very low at present. SINUS found that about 10% of respondents knew of a Centre and about one-fifth of that group had made use of one. This finding reflects the newness of Centres and their concentration on building links with ethnic and community groups, rather than undertaking general public promotion.

## Conclusions and Recommendations

157. The Evaluation believes that the Migrant Resource Centre concept, as proposed by the Report, is valuable, and some Centres visited have developd a wide range of activities and attracted considerable community involvement and support.

158. Overall however, the Evaluation has concluded that the potential of the program to achieve the objectives the Report envisaged is not being fully realised. There is a need for improvements to be made, particularly as it has been recommended that migrant settlement activities be shifted from Community Settlement Centres to MRCs. The Evaluation considers that Migrant Resource Centres will only achieve their potential if they are used to a much greater extent as a base for sessional out-posted ethnic agency welfare workers, and government welfare workers. This will not only bring the development of MRCs into line with the considerable emphasis given by the Report that they be used as a facility, but will also enable MRC Co-ordinators to concentrate effectively on their intended activities including the provision of initial settlement assistance.

159. Two of the issues which have been assessed as constraints on the full achievement of MRC potential are finance and management. With respect to finances it is recommended that:

*The funding of Migrant Resource Centres should be adjusted annually on an out-turn basis.*

160. With respect to management, it is recommended that the composition of management committees needs to give emphasis to involving communities, organisations and service providers. The presently circulated guidelines offer a good basis which the Evaluation believes could be strengthened by the inclusion of more agencies involved in Centre activities. It is recommended that:

*The composition of Migrant Resource Centre Committees of Management should generally follow the guidelines in paragraph 161.*

161. Migrant Resource Centre Committees should comprise one representative of DIEA appointed by the Minister; one representative of local government; three representatives of non-governmental welfare organisations providing services at the Centre — selected by those agencies from among their number; and seven representatives elected by members of the Centre. The Committee should be able to co-opt two other representatives of its own choice.

162. The Evaluation regards it as of crucial importance that greater efforts be made by Centres to secure sessional services by staff from appropriate government and non-government agencies. The provision made above for the representation of service providers from voluntary organisations on management is designed to enhance their active involvement with Centres, and to further the possibility of co-ordinated action in the areas in which Centres are located.

163. One of the major constraints identified by the Evaluation requires more complex resolution — a significant number of Centres appear to be inappropriately located. The initiation studies undertaken prior to the selection of locations for Centres were extremely limited. They provide an inadequate and unsatisfactory body of evidence on which to conclude that the present Centres are justified in their own right, and in comparison with the needs of other areas. Accordingly, it is recommended that:

*The location of Migrant Resource Centres should be reviewed.*

164. The terms of reference should be:

- to review the number and diversity of ethnic populations in areas where Migrant Resource Centres are now operating (including the Parramatta Centre), and to examine the range of services presently being provided to migrants in each of these areas
- to review the physical facilities and services being offered at each Migrant Resource Centre and Community Settlement Centre with reference to the needs of migrants in each area and the extent to which MRCs in these areas are being used
- to review the relative concentration of welfare services to migrants in each of these areas in comparison with other areas of heavy ethnic concentration
- on the basis of such evidence as it will have gathered, to recommend the closure, relocation or continuation of Migrant Resource Centres where there is a need to relocate Centres; and to formulate, in consultation with local ethnic communities, appropriate measures for the establishment of proposed centres.

The review should be undertaken by the community welfare unit of the Department of Immigration and Ethnic Affairs (see para.200) whose report should be made public.

165. The Evaluation concludes that the steps proposed above should strengthen the role of Migrant Resource Centres and allow their considerable potential to be realised. However, as progress to date has been limited, it is important that the whole concept should be reviewed once these recommendations have taken effect. If it proves that Migrant Resource Centres have not developed in the ways intended, it may prove appropriate to terminate this Scheme; if it has been successful, then further funding may be required in this area. Accordingly, it is recommended that:

> *Migrant Resource Centres should be evaluated in terms of their achievement towards objectives in 1985.*

## Migrant Services Units

166. The Report believed that the initiatives it proposed would reduce demand for the direct personal casework service provided by DIEA Migrant Services Units (MSUs)*. It welcomed this because it would mean a shift in the provision of direct personal services from government to the voluntary sector. This development would both allow and require MSUs to provide greater consultancy and community development services.

167. In this context, the Report considered that a major MSU responsibility should be to support the assumption by ethnic and voluntary agencies of an expanded and increasingly effective role in migrant welfare. At the same time, the Report believed that to preserve choice, MSUs should continue to provide a small social and welfare work service.
Accordingly, *Recommendation 28* proposed:

> An extensive revision of the functions of migrant services units should take place to enable them also to undertake:
> (a) consultancy for general community welfare services, both government and voluntary, on technical welfare aspects of migrant settlement and integration;
> (b) community development both in areas where there are large numbers of migrants and where services are inadequate and in relation to the establishment of the resource centre program;
> (c) co-ordination, professional support and training for grant-in-aid workers;
> (d) a greatly reduced direct welfare service load.

168. In addition to adopting these objectives, the Report specified the means to achieve them. Twenty-four MSU positions were to be upgraded to perform consultancy and community development, and seven GiA Co-ordinators were to be appointed. Another 30 positions, staffed by welfare officers engaged in providing direct welfare services, were to be abolished (15 each in the second and third years). Over the three-year period the additional expenditures involved would approximately equal the anticipated savings and the 31 new or upgraded positions would be offset by the proposed reduction in direct casework staff.

169. To avoid disrupting MSU staff and clients, the Report stressed that staff and service reductions should be matched against the effectiveness of the new

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* The term Migrant Services Units, a generic one deriving from practice rather than an official description of an establishment, refers to DIEA social workers and welfare officers providing migrant welfare services. While the actual titles used to designate the sections involved in migrant welfare activities vary across the States, these staff are generally placed in Migrant Services Sections located in Post Arrival Services Branches.

programs for ethnic and other voluntary organisations and that the proposed staff reductions be achieved by natural wastage.

170. MSUs were thus to assume the responsibility of supporting ethnic and other voluntary associations, and to assist them to increase their effectiveness in delivering welfare services to migrants. To the extent to which MSUs were successful in this, their own involvement in casework services should reduce.

171. Moreover, to assist the process of varying the MSU role, *Recommendation 29* proposed that:

> The Public Service Board, in consultation with the Department of Immigration and Ethnic Affairs, should carefully monitor the staff levels of migrant services units to ensure that duplication between government and voluntary sectors is avoided and that the department's casework function does decrease as the other programs become effective.

## Implementation

172. Immediately following the Report's acceptance, some 20% of MSU social workers and welfare officers are reported to have assisted in implementing programs it initiated or expanded, including the Initial Settlement Program, the GiA Scheme, MRCs and the Migrant Project Subsidy Scheme. As a consequence, MSU direct service provision was reduced earlier than the Report had expected. Responding to this situation, in the context of a continuing if not increased demand for direct services, the Government in January 1979 endorsed the restoration of MSU casework and referral services until it was clear that effective alternative services were being provided.

173. The transition from direct provision of services to assisting the voluntary sector's development was thus complicated by the need for the existence of effective alternative welfare services to be demonstrated before MSU casework could be reduced. On the other hand, the allocation of MSU staff resources to assist in developing alternative welfare services was difficult because the lack of evidence about the effectiveness of alternative services meant that the MSU resources were still utilised largely for casework.

174. In the event, since 1979 direct service levels have been restored, and in February 1982, MSU staff numbers were higher than in December 1977. MSU direct welfare load has not been substantially reduced, their extended consultancy and community development role has not eventuated, and Grant-in-Aid Co-ordinators have been appointed outside the MSUs.

### Monitoring

175. An important factor in changing the role of MSUs was *Recommendation 29*, requiring the Public Service Board, in consultation with DIEA, to monitor staff levels and casework loads.

176. Staff level monitoring commenced in November 1978, and casework monitoring in November 1979. Casework and community activities have been reported to the DIEA central office by each regional office after MSU staff measure the time they spend on various work activities for a period of one week every two months (see Table 10.13).

**Table 10.13:** Monitoring of MSU Workload, November 1979-November 1981

| *Time Period* | *% of Total Time*<br>*NSW* | *Vic* | *Qld* | *SA* | *WA* | *Tas* | *ACT* | *Total* |
|---|---|---|---|---|---|---|---|---|
| *12-18 Nov 1979* | | | | | | | | |
| Casework | 17.4 | 26.9 | 23.8 | 32.5 | 38.1 | 31.1 | 34.8 | 24.5 |
| Community Development | 24.2 | 26.4 | 21.6 | 19.6 | 24.5 | 20.4 | 25.1 | 24.0 |
| Other Activities | | | | | | | | 51.5 |
| *14-20 Jan 1980* | | | | | | | | |
| Casework | 21.7 | 24.3 | 19.3 | 45.8 | 24.4 | 29.5 | 62.4 | 25.5 |
| Community Development | 28.0 | 27.7 | 17.1 | 11.7 | 31.5 | 13.5 | 6.0 | 24.9 |
| Other Activities | | | | | | | | 49.6 |
| *11-17 May 1981* | | | | | | | | |
| Casework | 22.7 | 26.5 | 33.2 | 43.4 | 53.1 | 51.6 | 54.7 | 31.0 |
| Community Development | 33.7 | 40.1 | 16.3 | 9.3 | 18.1 | 26.4 | 17.5 | 29.1 |
| Other Activities | | | | | | | | 39.9 |
| *14-20 Sept 1981* | | | | | | | | |
| Casework | 33.7 | 26.0 | 32.0 | 53.6 | 60.6 | 71.5 | 54.4 | 37.8 |
| Community Development | 32.0 | 27.9 | 19.6 | 12.4 | 16.5 | 10.2 | 16.1 | 24.4 |
| Other Activities | | | | | | | | 37.8 |
| *9-15 Nov 1981* | | | | | | | | |
| Casework | 34.2 | 28.0 | 25.8 | 46.8 | 47.4 | 68.9 | 67.6 | 36.6 |
| Community Development | 25.2 | 31.1 | 14.1 | 18.3 | 19.5 | 10.0 | 13.9 | 23.5 |
| Other Activities | | | | | | | | 39.9 |

Source: DIEA

*Note*

Activities: Casework means individual counselling
Community Development includes consultation, community organisation and co-ordination
Other activities include administration, clerical, training and travel.

177. This exercise has generated basic information on activities, but analysis of the data appears to have been limited, and it is difficult to identify accurately staff performing particular functions at any one time, or the nature, number and frequency of contacts and activities.

## Staffing and Placement

178. The recommended reduction of 30 casework positions and the upgrading of 24 consultancy and community development positions have not occurred. As Table 10.14 indicates, the number of MSU staff so designated, is actually higher in February 1982 than the numbers engaged in December 1977.

179. Approximately two-thirds of MSU staff were located in New South Wales and Victoria in both 1977 and 1982, but the balance has substantially changed with New South Wales' numbers increasing by 31% while Victoria's fell by 22%. Elsewhere the position has remained fairly stable over the three-year period (see Table 10.14).

**Table 10.14**: Establishment and Staffing of Migrant Services Units 1977-1982

| *State* | *Staff* | *December 1977* | | *July 1981* | | *Feb 1982* | |
|---|---|---|---|---|---|---|---|
| | | *Estab.* | *Actual* | *Estab.* | *Actual* | *Estab.* | *Actual* |
| NSW | Social Workers | 13 | 9 | 16 | 15 | 16 | 13 |
| | Welfare Officers | 23 | 20 | 25 | 25 | 29 | 25 |
| | Psychologists | 2 | 0 | 0 | 0 | 0 | 0 |
| Vic | Social Workers | 8 | 8 | 7 | 2 | 5 | 5 |
| | Welfare Officers | 22 | 19 | 18 | 13 | 16 | 16 |
| | Psychologists | 1 | 0 | 0 | 0 | 0 | 0 |
| Qld | Social Workers | 4 | 4 | 5 | 5 | 6 | 3 |
| | Welfare Officers | 6 | 6 | 6 | 5 | 6 | 5 |
| SA | Social Workers | 2 | 1 | 2 | 1 | 1 | 1 |
| | Welfare Officers | 5 | 4 | 5 | 5 | 5 | 5 |
| WA | Social Workers | 4 | 3 | 3 | 1 | 3 | 3 |
| | Welfare Officers | 3 | 3 | 3 | 3 | 3 | 3 |
| Tas | Social Workers | 1 | 1 | 2 | 2 | 1 | 1 |
| | Welfare Officers | 2 | 2 | 2 | 1 | 2 | 2 |
| NT | Social Workers | 0 | 0 | 1 | 1 | 1 | 1 |
| | Welfare Officers | 3 | 3 | 3 | 1 | 3 | 1 |
| ACT | Social Workers | 1 | 1 | 1 | 1 | 1 | 1 |
| | Welfare Officers | 1 | 1 | 2 | 2 | 2 | 2 |
| Total Social Workers | | 33 | 27 | 37 | 28 | 34 | 28 |
| Total Welfare Officers | | 65 | 58 | 64 | 55 | 66 | 59 |
| Total Psychologists | | 3 | 0 | 0 | 0 | 0 | 0 |
| **Total** | | 101 | 85 | 101 | 83 | 100 | 87 |

Source: DIEA and Public Service Board supplied the figures

180. In addition, the creation of other welfare-related positions in the last 3 years suggests a significant overall increase in DIEA welfare resources. These include:

- GiA Co-ordinators — since 1979, seven new positions were established. *Recommendation 28* specifically intended them to form part of the renovated MSUs but GiA co-ordinators have not been categorised as such.
- Settlement Officers and Assistants — as described in Chapter 4, 31 staff are located in hostels and Community Settlement Centres; undertake various information and community liaison activities; and in Melbourne are part of MSU area teams.
- Ethnic Affairs Officers — since 1979, 11 ethnic affairs positions in regional offices have been created to maintain close contact with ethnic communities, to inform them of available services and facilities and to keep the Department aware of significant developments taking place in ethnic communities. More recent changes have aimed at enhancing their involvement in community welfare programs.

181. A significant feature in some States has been MSU staff placement in hostels, MRCs and other community organisations. In particular, the location of MSU staff in hostels in Sydney and Brisbane, and the integration of settlement officers and assistants into MSU area teams in Melbourne, have aimed at upgrading welfare capacity in the hostels and enhancing co-ordination between initial settlement and later welfare activities. The use of area-based teams in Sydney and Melbourne is intended to generate awareness among service providers of the needs of newly arrived and other migrant groups, and to assist in the development and provision of effective community and casework services.

### Casework

182. In contrast to the Report's expectation of a 'greatly reduced direct welfare service load' for MSUs, the delivery of personal welfare services has remained a significant component of activities. Moreover, while it is not possible to get an accurate reading of the casework load prior to the Report, the proportion of time spent on casework has actually increased since 1979. Currently casework occupies at least one-third of the average MSU workload ranging from about one-third in the larger States to two-thirds of time in smaller States and Territories (see Table 10.13).

183. DIEA staff believe that welfare demands have grown significantly in the last three years because of increased migration intakes with large refugee components and raised community expectations resulting from wider knowledge of the Report.

### Consultancy and Community Development

184. The consultancy and community development role recommended by the Report has not eventuated. Approximately 25% of total time is allocated to consultancy and to community development, equally divided between the two. State variations occur, ranging from approximately 30% of time devoted to these two activities in the larger States to 20% or less in the smaller States and Territories.

185. MSU consultancy activities mainly involve providing information and advice to Commonwealth, State and local government bodies and non-government groups, communities and service providers. Community development has encompassed activities directed toward the initiation of MRCs, working with smaller communities and establishing networks and linkages with and between a variety of ethnic groups and local agencies and community organisations.

186. Senior DIEA welfare staff have expressed uncertainty about the appropriateness of community development as a primary function and the extent to which they can act to maximise the awareness and understanding of other government departments and agencies delivering welfare services to migrants. Furthermore, it is considered that adequate consultancy skills are not readily available within their ranks.

### Co-ordination, Professional Support and Training Functions

187. MSUs have found co-ordination, professional support and training for the GiA Scheme a difficult responsibility. GiA Co-ordinators provide the main point of contact and liaison for grant recipients, although MSU staff are also involved through support and training activities. Most regional offices conduct short GiA induction programs although relatively little time is devoted to training functions in general, and proposals to develop training and retraining programs were unsuccessful. In general, DIEA welfare staff feel that they do not in the main possess appropriate skills to provide the various levels and types of training required by *Recommendation 28*.

## Conclusions and Recommendations

188. It is clear that the recommended revision of MSU functions has not eventuated. The reasons for this are understandable in the context of a transition period marked by increased migrant intakes and a lingering uncertainty, based

on lack of evaluation, about the capacity of emergent voluntary organisations to effectively undertake the central role in welfare service delivery allocated to them by the Report.

189. At the present time however, it is clear that the Report's expectations of ethnic and voluntary agencies have fundamentally been borne out. This Evaluation has found GiA agencies to be effective in providing services to migrant communities, and while the performance of MRCs has been mixed, the Evaluation believes that the recommendations it has made for their improvement will enable them to realise their potential. Moreover, the Evaluation notes that the voluntary sector's achievements have been made despite the fact that the Report's expectations of a high degree of MSU support have not proved capable of realisation.

190. The Report envisaged that as the welfare activities of voluntary and self-help groups became more effective, the direct involvement of the Commonwealth in welfare services would substantially decrease. For a number of reasons which have been examined in this chapter, this did not occur. The evidence gathered by the Evaluation suggests that it is now appropriate for changes in MSU functions to take place.

191. This Evaluation recognises that there is force in the MSU uncertainty about the appropriateness and effectiveness of their assuming community development and consultancy as primary functions, and the limits of their capacity to undertake the training function. The fact is that MSU primary skills and orientations are in the delivery of direct services and, despite State variations, the general levels of staff qualification, experience and spread of languages are appropriate to the casework role.

192. Recognising MSU strengths, the Evaluation considers that their role should be concentrated on those areas which primarily lie in the on-arrival stage. Here, as a paper by senior welfare staff states, 'DIEA welfare staff are best placed to assist with the reception of those migrants moving to migrant centres, assessing their immediate psycho- social needs'. It is for this reason that the Evaluation has earlier proposed the transfer of MSU staff to hostels.

193. In addition, this Evaluation considers that, in the community at large, MSUs should focus upon assisting those migrants whom the voluntary sector is least well-placed to assist. These have been well defined in a paper by senior departmental welfare staff as:

> those communities which are either too new, too fragmented or too small to be serviced through the voluntary sector, and to provide an alternative service for those migrants who choose not to use ethnically based services.

194. In the community setting, this Evaluation concludes on the basis of the evidence of the voluntary sector's development in the last 4 years and the further support for ethnic and voluntary organisations recommended above, that the direct provision of welfare services by DIEA MSUs should be reduced. It is therefore recommended that:

> *The functions of Migrant Services Units should be revised along the lines indicated in paragraph 195 so that their primary responsibility is direct social and welfare work with individuals and groups in hostels. In the community they should provide a significantly reduced casework and community work welfare role, complementary to the voluntary sector.*

195. MSUs, as outlined in Chapter 4, should become directly responsible for welfare provision in hostels following the widthdrawal of Commonwealth Accommodation and Catering Services. Hostel-based Settlement Officer and Settle-

ment assistant positions should be transferred to MSUs, and up to 50 officers from this MSU staff should be based in hostels. DIEA welfare staff at hostels should be linked into other MSU area welfare teams and form part of regional welfare staff. These changes will suitably upgrade welfare services in hostels and integrate them more effectively with post-settlement welfare services provided by DIEA. In addition:

- The practice of the placement of MSU staff in MRCs and other community agencies should be extended to make their skills more accessible and to further co-operative, complementary relations between government and community-based welfare services.
- The Evaluation's finding concerning the effectiveness of the GiA Scheme and recommended extensions for it will enable the reduction of 19 MSU positions — to be achieved by non-replacement of staff. In addition, there should be a transfer of 18 MSU positions to a unit performing many of the community development, consultancy and support functions formerly required of MSUs.
- The re-orientation of MSU activities and associated staff changes should be monitored by the Public Service Board.

196. These changes should be phased over the next three years, so that there is a progressive reduction in MSU positions each year, and so that these reductions are correlated with increases in GiA positions. In the first year, 1982/83, 10 MSU staff should be relocated in hostels, 18 positions transferred to the community welfare unit of DIEA, (see para.200) and six positions allowed to lapse. In the second year, a further 10 staff should be relocated in hostels and a further seven positions allowed to lapse; and in the third year six positions should be allowed to lapse. The effects of these changes are shown in Table 10.15. Savings over the three years are estimated to be $745,000.

### Co-ordination and Support of the Voluntary Sector

197. This Evaluation has concluded that the effectiveness of the voluntary sector in providing welfare services to migrants, and the continuing need for services, has been demonstrated and that Commonwealth support of a substantial expansion of that sector is warranted.

198. This expansion needs to be supported and complemented by activities that the Report sought to have undertaken by revising the functions of MSUs, namely:

- consultancy for general community welfare, among both government and voluntary agencies on migrant needs

**Table 10.15** GiA Grants and Migrant Services Units Staffing 1982/83-1984/85

| *Staff* | *1981/82* | *1982/83* | *1983/84* | *1984/85* |
|---|---|---|---|---|
| GiA grants | 120* | 140 | 160 | 180 |
| Community-based MSU staff | 87 | 53 | 36 | 30 |
| Community welfare unit staff | 7** | 25 | 25 | 25 |

Source: Evaluation Study

* Assumed number of grants at 30 June, 1982
** GiA Co-ordinators

- community development where there are large numbers of migrants and where services are inadequate, and in relation to the Migrant Resource Centre program
- co-ordination, professional support and training for Grant-in-Aid workers.

199. While the objectives of the Report remain valid, this Evaluation believes that the means need substantial revision. MSUs have retained a strong casework orientation and there are basic questions about the Report's assumption that it was appropriate for MSUs to undertake the substantial community development, consultancy, co-ordination and training activities that were needed. In any event, the Evaluation recognises that the strengths of MSUs lie in casework and associated community work.

200. In the new phase of voluntary sector development this Evaluation proposes, the demands for consultancy, community development and co-ordination will be even greater. The Evaluation has considered a number of alternative approaches to this, including the establishment of an advisory body to the Minister. On balance however, it has concluded that the appropriate course is for DIEA to discharge responsibilities itself, and accordingly, it is recommended that:

> *A community welfare unit should be established within the Department of Immigration and Ethnic Affairs to perform the duties outlined in paragraph 201.*

201. The unit's basic responsibility should be to assist and support ethnic groups develop their welfare services. It should not engage in direct casework. It should undertake the training of GiA workers, consultancy to ethnic groups, particularly the newly arrived, and to government departments. The unit should assess applications for grants under the Grant-in-Aid, Migrant Resource Centre and Migrant Project Subsidy Schemes and regularly evaluate projects and activities funded under these Schemes. It should also undertake the evaluation of the Migrant Resource Centre locations suggested above.

202. The unit should comprise up to 25 officers, including the seven Grant-in-Aid co-ordinators, and the present MSU positions transferred should be upgraded as the Report originally intended, at an average cost of approximately $5,000 per position. These positions should be advertised both inside and outside the Public Service. The cost of upgrading the 18 positions transferred from MSUs is estimated at $270,000 over three years.

## Migrant Project Subsidy Scheme

203. To encourage self-help among ethnic communities and to improve their ability to respond to existing and future needs, the Report's *Recommendation 30* proposed:

> A continuing government program of part funding for specific 'once only' projects initiated by ethnic and other voluntary organisations should be established.

Grants were to be up to $5,000 each and an annual budget of $150,000 was suggested for the Scheme.

204. The Report suggested that priority should be given to pilot programs for initiatives or for changes in direction of existing services in welfare-related areas.

Table 10.16: MPSS Grants to 30 June 1981

| | *1978/79* | | *1979/80* | | *1980/81* | | *Total* | |
|---|---|---|---|---|---|---|---|---|
| *State* | *Grants* | *$* | *Grants* | *$* | *Grants* | *$* | *Grants* | *$* |
| NSW | 11 | 39,986 | 19 | 73,250 | 13 | 45,800 | 43 | 159,036 |
| Vic | 13 | 45,689 | 3 | 7,250 | 15 | 34,650 | 31 | 87,589 |
| SA | 5 | 13,200 | 7 | 19,400 | 7 | 17,400 | 19 | 50,000 |
| Qld | 2 | 6,100 | 3 | 8,700 | 4 | 10,750 | 9 | 25,550 |
| WA | 5 | 10,189 | 10 | 29,400 | 8 | 24,600 | 23 | 64,189 |
| Tas | 3 | 2,772 | 1 | 3,000 | – | – | 4 | 5,772 |
| NT | 6 | 20,764 | 1 | 2,000 | 2 | 9,800 | 9 | 32,564 |
| ACT | 3 | 11,300 | 3 | 7,000 | 2 | 7,000 | 8 | 25,300 |
| **Total** | 48 | $150,000 | 47 | $150,000 | 51 | $150,000 | 146 | $450,000 |

Source: DIEA

205. It outlined a broad list of examples of the kinds of innovations it envisaged would attract funding under the scheme. They ranged from the installation of three-way telephones for interpreting services, to investigatory surveys undertaken as part of a general extension or establishment of a new service.

206. Specific mention was made of employment and union-related projects. The Report was concerned that non-English-speaking migrants, particularly women, were confused about the role of unions and took little active part in union affairs. It regarded the project funding program as an appropriate source of funds for projects to enable migrants to learn more about union matters, and to make union officials more aware of migrant needs and problems. Thus *Recommendation 38* provided that:

> Unions, State Trades and Labor Councils and the Australian Trade Union Training Authority be eligible for grants under the project funding program.

**Implementation**

207. The program is administered by DIEA as the Migrant Project Subsidy Scheme (MPSS). A total of 146 grants were approved by the Minister in the three-year period. In each year since the Report there has been an appropriation and expenditure of $150,000. A summary is shown in Table 10.16.

208. In its guidelines for applications DIEA specifically draws attention to the priority categories mentioned by the Report, namely pilot programs for initiatives or changes in direction of existing services. A study of grant applications undertaken for the Evaluation found that only about one-sixth readily fitted these categories.

209. Most of the others involved:

- extension of services in areas in which agencies were already working eg. establishing additional women's arts and crafts groups
- augmenting the efficiency of existing services eg. installation of three-way telephones to improve interpreting facilities
- establishment grants for developing organisations eg. purchase of furniture and club-house equipment.

210. Between 1978/79 and 1980/81 seven grants were made in relation to union/employment matters. A number involved the production of printed and

other multilingual information about the role of unions and employment rights and issues. Two were specifically to provide information for migrant women workers. None appear to have been aimed at informing union officials about migrants.

211. The diversity of projects suggested by the Report raised the possibility that the number of applications might vastly exceed available funds, and necessitate the formulation of detailed priority guidelines. Over the past three years, DIEA has with varying degrees of formality and success, sought to define the scope of MPSS more precisely.

212. DIEA has indicated that applications relating to women, refugees and the handicapped would receive special consideration. In the three years under review, 30 grants have been given for projects concerned with refugees, 23 for those with women, and none in relation to the handicapped*. Very few formal applications relating to these target groups appear to have been rejected.

213. Looking at both grants and applications, it is striking that over half are for projects that fall within neither the Report's priorities nor those formulated by the Department for special consideration. With respect to these grants, no effective consistent criteria of selection have been devised.

214. DIEA central office has occasionally issued advice to guide the regional offices, but these instructions, in so far as they were specific, addressed themselves to relatively minor matters, for example, it was suggested that Migrant Resource Centres ought not normally be funded.

215. Only two major documents on MPSS policy were issued by the central office, the first in December 1980 and the second in August 1981. The former essentially restated the administrative procedures to be used, while the latter gave the regional offices some additional responsibilities in administering the Scheme, and provided them with notional financial allocations based on the levels of migrant populations in States or Territories. Neither made a significant contribution to tightening the Scheme's priorities.

216. The regional offices had considerable autonomy to determine priorities among most of the applicants. One regional office decided that the Scheme was intended primarily for small, emerging ethnic communities. Another advised some enquirers that ethnic organisations were more likely to be successful than other organisations.

217. In examining the files of the non-priority MPSS applications, one finds it most difficult to identify the criteria guaranteeing success. Factors which are identified as central in disqualifying some applicants are frequently present in successful applications. For example, many proposals related to ethnic schools were rejected as 'educational', yet one organisation was funded to produce a primer for an ethnic school.

218. The failure to devise an effective system for choosing among more than half the applications is costly to the credibility of the Scheme as a whole. It is difficult to comprehend a grant to subsidise a booksellers' exhibition of multilingual books, while some well-prepared applications which address themselves

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* Two grants for projects in relation to migrant handicapped have been made in the current financial year.

to central welfare issues are rejected on the grounds of lack of funds. Several comments made in the course of community consulations indicated a belief that political influence or favouritism were far more important criteria than the quality of the proposed project.

219. The Report proposed that decisions on grants be made and announced quarterly, which would mean that particular applicants competed only against others being examined during the same quarter. Grants have in fact been announced sporadically and some applications were in the system for a year before a decision was made on them. In the current financial year, attempts are being made to regularise the system in this regard.

220. The administration of MPSS has always been costly. In March 1979, an internal DIEA estimate was that it cost $50,000 to grant $150,000. Subsequent to that, costs rose substantially, due both to inflation and to the allocation of increased staff resources at regional office level.

221. Despite the broad scope of the Scheme, demand seems low. In three States examined in detail, every second formal application was successful. The Evaluation understands that approximately three times as many enquiries are made as applications submitted. It would appear that the level of demand has been deliberately kept down. After initial publicity in 1979 when guidelines for the Scheme were formulated and applications invited, there has been little promotion apart from Ministerial press releases announcing the award of grants, and limited word-of-mouth advice by departmental officers. Many organisations consulted by the Evaluation had not heard of the Scheme and of those who had, the general belief was that the chances of successful application were very low.

## Conclusions and Recommendations

222. The Migrant Project Subsidy Scheme has proven a useful resource for ethnic and voluntary groups. The Evaluation believes that there is scope for greater encouragement of applications which are directed to the priority purposes suggested by the Report, and the priority targets identified by DIEA.

223. These objectives would be furthered if the grants were administered in the context of the new framework proposed by the Evaluation to co-ordinate and support welfare work in the voluntary sector. Further, an increase in the upper limit of grants should attract a greater range of projects. Accordingly, it is recommended that:

> *The allocation for the Migrant Project Subsidy Scheme should be increased to $200,000 per annum and grants should be available up to $10,000 each.*

224. The eligibility of union bodies to apply for project grants should be maintained.

225. The Evaluation suggests that DIEA should regularly produce short accounts of projects which have been undertaken. This would help organisations to learn of each other's innovatory schemes and reduce the possibility of duplication, for example in the production of multilingual information.

(a) A financial overview of the implementation of services of a welfare nature is at Table 10.17. This table shows actual expenditure for 1977/78; when applicable, extends it for three years, then adds the additional expenditure recommended by the Report, and compares the total with actual or assessed expenditure from 1978/79 to 1980/81.

### Good Neighbour Councils

(b) The Report recommended that the funds previously allocated to the Good Neighbour Councils be withdrawn and re-directed to other community programs. Based on expenditure on grants totalling $1.35m to Good Neighbour Councils in 1977/78 and the rate of reduction recommended over the 3 years, it was estimated that expenditure over the 3-year period would be $1.24m, realising savings of $2.81m. Actual expenditure over the three years was $1.20m. The savings thus achieved were $2.85m, marginally higher than anticipated.

### Grants-in-Aid and Ethnic Workers for the Aged

(c) The Report recommended that the number of grants allocated under the Grant-in-Aid Scheme should be determined by the funds available and that these funds should be increased by $1.65m over three years. This figure was based on the expectation that this would provide 50 additional Grant-in-Aid workers at an average yearly cost of $15,000 for each grant, including salary and loading. Introduction was to be phased over the three years. A related aspect of this recommendation was that the grants would be for a 3-year period to enable recipients to plan and develop effective programs.

(d) Actual expenditure in the three years has been $1.00m, $1.36m and $1.48m, totalling $3.84m. These figures encompass the fact that expenditure of $70,000 on the Welfare Rights Officer Program was incorporated in the Grant-in-Aid Scheme in 1979/80, and the grant to International Social Service ($15,000) was funded under the Scheme in 1980/81.

(e) A further recommendation provided that funds under the States Grants (Home Care) Act should be increased by $370,000 over three years to enable ethnic groups to employ ethnic workers to assist elderly migrants and their families. It was intended the Commonwealth would provide 100% of funds in the first year and thereafter funding would be on the usual cost-sharing arrangements with the States. Recommended expenditure was based on an average annual salary cost of $11,000 with 20 workers to be employed by the end of the third year.

(f) It was not possible to make payments under the States Grants (Home Care) Act. This requires the Commonwealth to pay welfare workers' salaries only, on a dollar-for-dollar funding basis, and for them to be employed at, or in conjunction with, a Senior Citizens' Centre. In May 1979, the Government decided that funds for this recommendation be directed through the Grant-in-Aid Scheme and transferred responsibility from the Department of Social Security to DIEA.

**Table 10.17: Welfare: Recommended and Actual/Assessed Expenditure**

| | Item and Recommendation Number | 1 1977/78 Expenditure | 2 Recommended Additional Expenditure 1978/79-1980/81 | | 3 Total Recommended Expenditure 1978/79-1980/81 | | | 4 Actual/Assessed Expenditure 1978/79-1980/81 | | | 5 Difference: Actual and Total Recommended Expenditure |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | $'000 | $'000 | | $'000 | | % | $'000 | | % | $'000 |
| | *Commonwealth Program* | | | | | | | | | | |
| 31 | Good Neighbour Councils | 1,350 | | −2,810 | | 1,240 | (11.3) | | 1,199 | (9.7) | −41 |
| | Grants-in-Aid: | | | | | | | | | | |
| 26 | • General* | 728 | 1,650 | | 3,834 | | | 3,843 | | | |
| 44 | • Ethnic Workers for Aged ** | | 370 | 2,020 | 370 | 4,204 | (38.1) | 380 | 4,223 | (34.2) | +19 |
| 25 | Migrant Resource Centres | | | | | | | | | | |
| | • Establishment | | | | | | | 519 | | | |
| | • Operational | 117 | | 1,340 | | 1,691 | (15.3) | 1,635 | 2,154 | (17.5) | +463 |
| 28 | Migrant Services Units | 1,139 | | 20 | | 3,437 | (31.2) | | 4,325 | (35.0) | +888 |
| 30 | Migrant Project Subsidies | 100 | | 450 | | 450*** | (4.1) | | 450 | (3.6) | – |
| | | $3.434m | | $1.020m | | $11.022m | (100) | | $12.351m | (100) | +$1.329m |
| | *Joint Commonwealth/ State Program* | | | | | | | | | | |
| 39 | Ethnic Health Workers | | | | | | | | | | |
| | Capital | | | | | | | 91 | | | |
| | Operational | – | | 730 | | 730 | (64.6) | 206 | 297 | (42) | −433 |
| 42 | Ethnic Children's Services Workers | – | | 400 | | 400 | (35.4) | | 410 | (58) | +10 |
| | | | | 1,130 | | 1,130 | (100) | | 707 | (100) | −423 |
| **Total** | | $3.434m | | $2.150m | | $12.152m | | | $13.058m | | +$906,000 |

* Base year expenditure and actual expenditure for Grant-in-Aid (general) include for the three years assessed expenditure on programs incorporated into the Scheme.

** Recommended as a joint Commonwealth/State Program by the Report but implemented as a Commonwealth program.

*** The Report recommended total expenditure on Migrant Project Subsidies should be $450,000 over 3 years. Thus 1977/78 expenditure has not been considered in calculating total recommended expenditure for 1978/81.

*Note*

Column 3 is calculated on the basis of 1977/78 expenditure being maintained over the 3 years 1978/79-1980/81 plus the additional expenditure as recommended by the Report (ie. Column 2).

(g) As a result of the transfer of responsibilities in funding arrangements, the $370,000 set aside for workers with the ethnic aged was included in the appropriation for Grant-in-Aid. Expenditure for this has been calculated by DIEA at $380,000. There was significant under-expenditure in the first year of the program, when only $29,000 was spent compared to $110,000 recommended, and only 12 grants to support ethnic welfare workers for the elderly have been approved rather than the 20 proposed in the Report. This shortfall is a function of the transferred responsibility, where the Commonwealth has become liable for all costs. It is noted that three of these grants were allocated before the transfer of responsibilities.

(h) There has been a shortfall in terms of the number of grants under both the recommendations.

**Migrant Resource Centres**

(i) The Report proposed establishing 18 migrant resource centres in areas of need over a 3-year period. Recommended expenditure for establishment and staffing costs was $50,000 per annum for each Centre, at a total recommended cost of $1.34m over the three years. Subsequently it was found necessary to provide additional funds for establishment purposes and the Government agreed to an additional $20,000 in the first year (1978/79), with further amounts in the following 2 years to be determined in the Budget context.

(j) Between 1978/79 and 1980/81, 19 Migrant Resource Centres were established, in addition to the two existing experimental Centres, involving total expenditure of $2.15m (including $520,000 for establishment costs) against the recommended amount of $1.34m. Neither the incidence of establishment of Centres nor annual expenditure have been as foreseen by the Report.

(k) The major proportion of money allocated to each Centre has been spent on salaries (for a co-ordinator and a receptionist) and on rent. DIEA sets guidelines based on its own Centre at Parramatta but the Centres' management committees decide employee rates of pay.

**Migrant Services Units**

(l) An extensive revision of the functions of DIEA Migrant Services Units was proposed to enable them to undertake consultancies for government and voluntary welfare services, community development and to assist in the establishment of the Migrant Resource Centre program. Co-ordination of professional support and training for Grant-in-Aid workers were to be further responsibilities of the Units. It was intended that the Units would have a greatly reduced direct welfare service work load.

(m) The Report proposed upgrading for 24 social welfare worker positions phased over the three years at a total cost of $250,000 and provision for seven GIA co-ordinators at an average annual cost of $20,000 (including both salary and administrative on-costs). The total cost was to be $360,000 over the three years. The third component of the costings was the reduced direct welfare workload leading to a reduction of 30 welfare positions at a total saving of $590,000 over the period. Taken together, the Report recommendation entailed additional costs of $20,000 to be met over the three years.

(n) Expenditure on the salaries and associated costs of social and welfare workers employed in Migrant Services Units in 1977/78 is assessed at $1.14m and the total recommended expenditure is $3.44m. Assessed expenditure over the three years 1978/79 to 1980/81 is $4.32m; the difference is mainly due to salary increases over the period.

**Migrant Project Subsidy Scheme**

(o) The Report recommended a continuing government program of part-funding up to $5,000 for specific 'once only' projects initiated by ethnic and voluntary organisations. It was further recommended that union bodies be eligible under the Scheme. Expenditure of $150,000 for each of the three years was recommended.

(p) Expenditure over the three-year period has been exactly $150,000 for each of the three years, for 146 grants including 7 grants made to unions at a cost of $31,500.

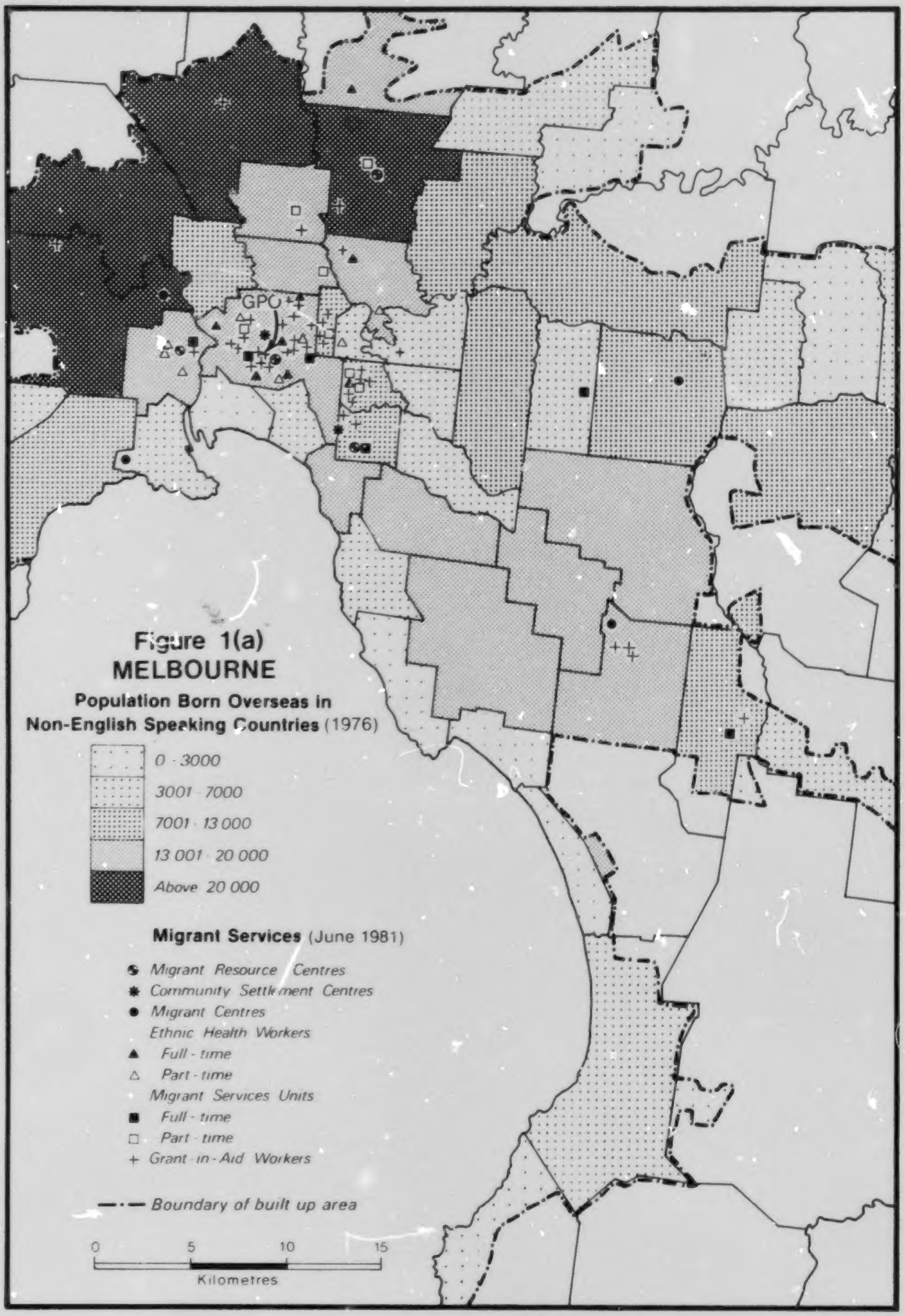

Figure 1(a)
MELBOURNE
Population Born Overseas in Non-English Speaking Countries (1976)

GPO
0 - 3000
3001 - 7000
7001 - 13 000
13 001 - 20 000
Above 20 000
Migrant Services (June 1981)
Migrant Resource Centres
Community Settlement Centres
Migrant Centres
Ethnic Health Workers
Full - time
Part - time
Migrant Services Units
Full - time
Part - time
Grant - in - Aid Workers
Boundary of built up area
0
5
10
15
Kilometres

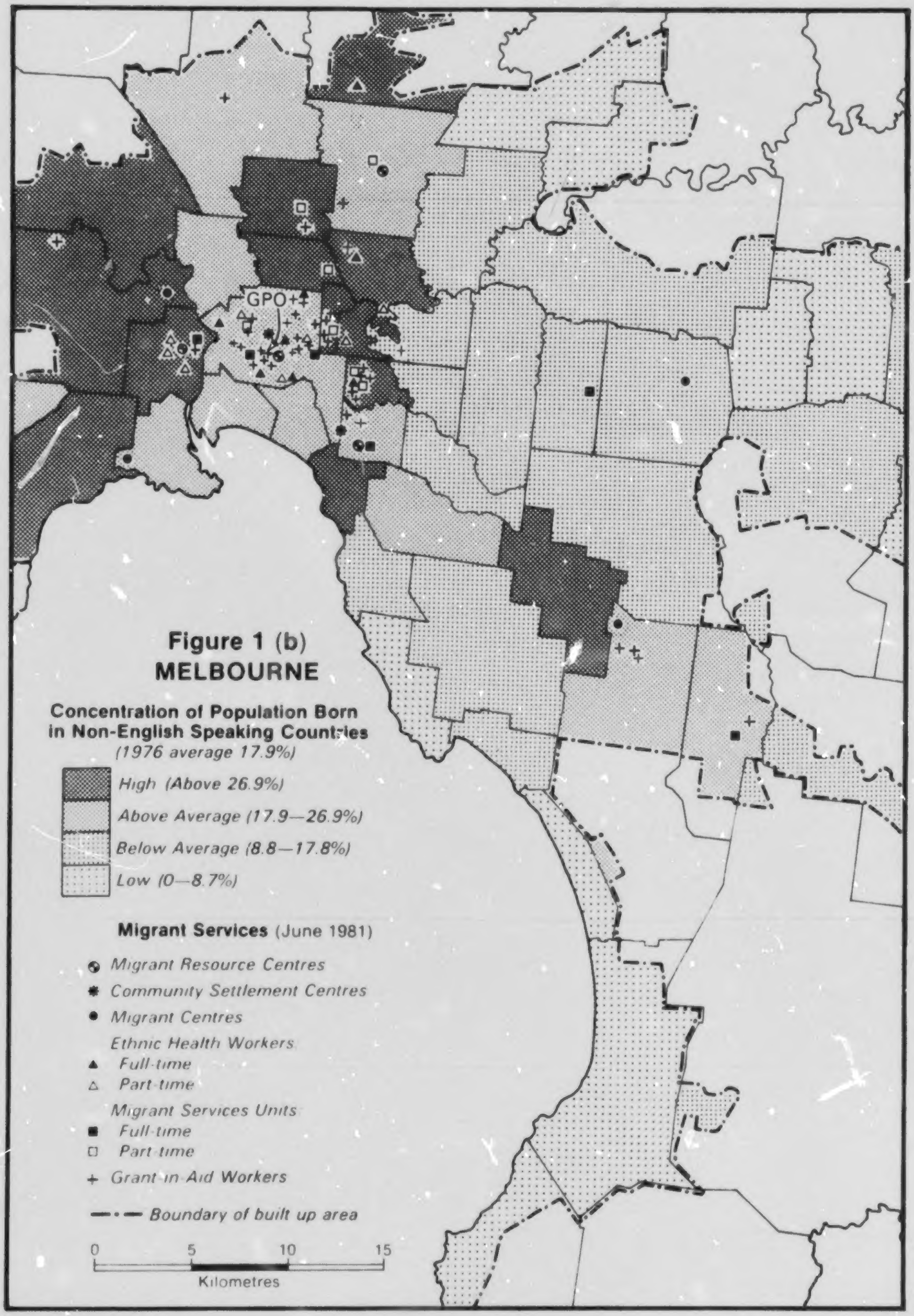

Figure 1 (b)
MELBOURNE

GPO
Concentration of Population Born in Non-English Speaking Countries
(1976 average 17.9%)
High (Above 26.9%)
Above Average (17.9—26.9%)
Below Average (8.8—17.8%)
Low (0—8.7%)
Migrant Services (June 1981)
Migrant Resource Centres
Community Settlement Centres
Migrant Centres
Ethnic Health Workers
Full-time
Part-time
Migrant Services Units
Full-time
Part-time
Grant-in-Aid Workers
Boundary of built up area
0
5
10
15
Kilometres

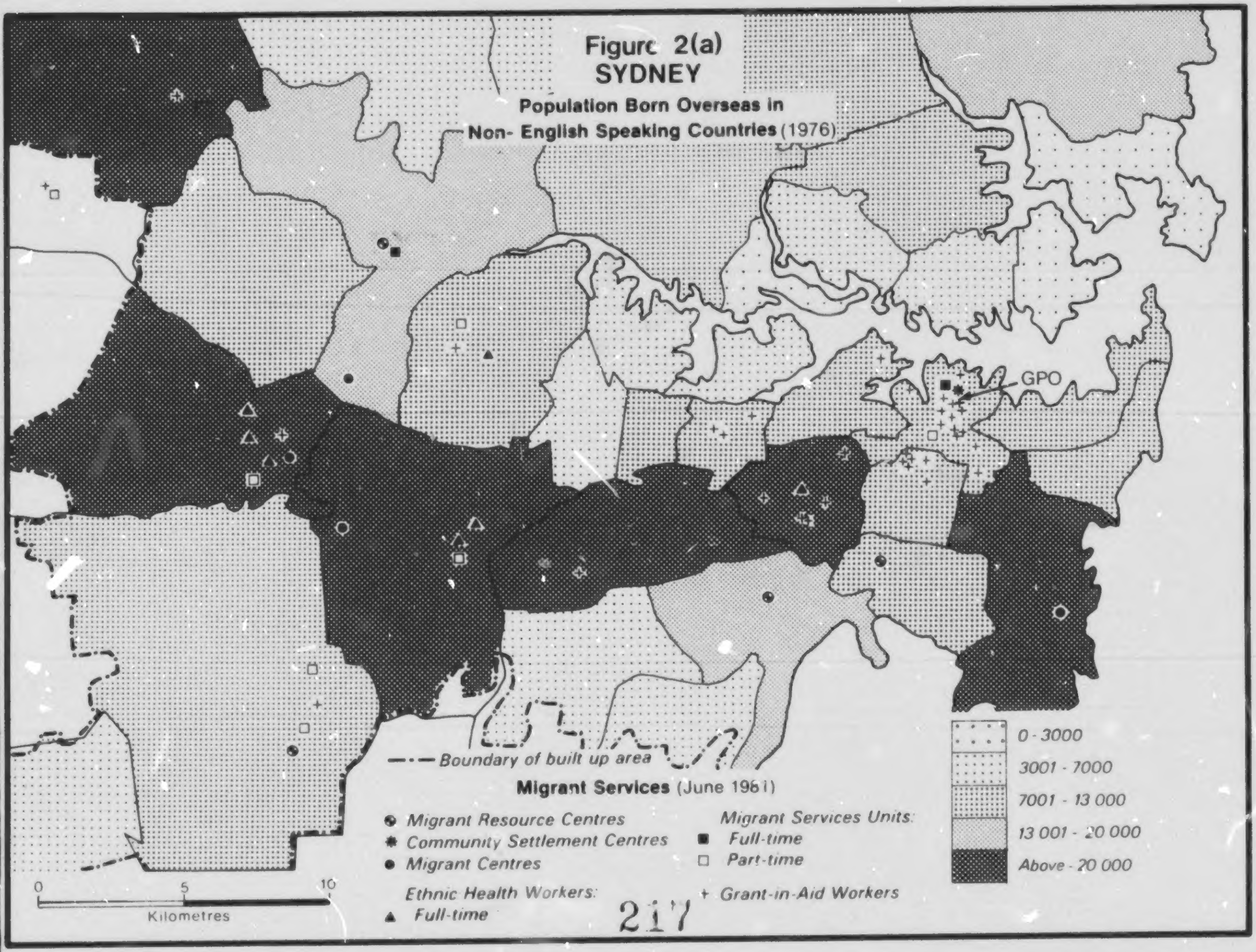

Figure 2(a)
SYDNEY
Population Born Overseas in Non- English Speaking Countries (1976)

GPO
Boundary of built up area
Migrant Services (June 1961)
Migrant Resource Centres
Community Settlement Centres
Migrant Centres
Ethnic Health Workers:
Full-time
Migrant Services Units:
Full-time
Part-time
Grant-in-Aid Workers
0 - 3000
3001 - 7000
7001 - 13 000
13 001 - 20 000
Above - 20 000
0
5
10
Kilometres

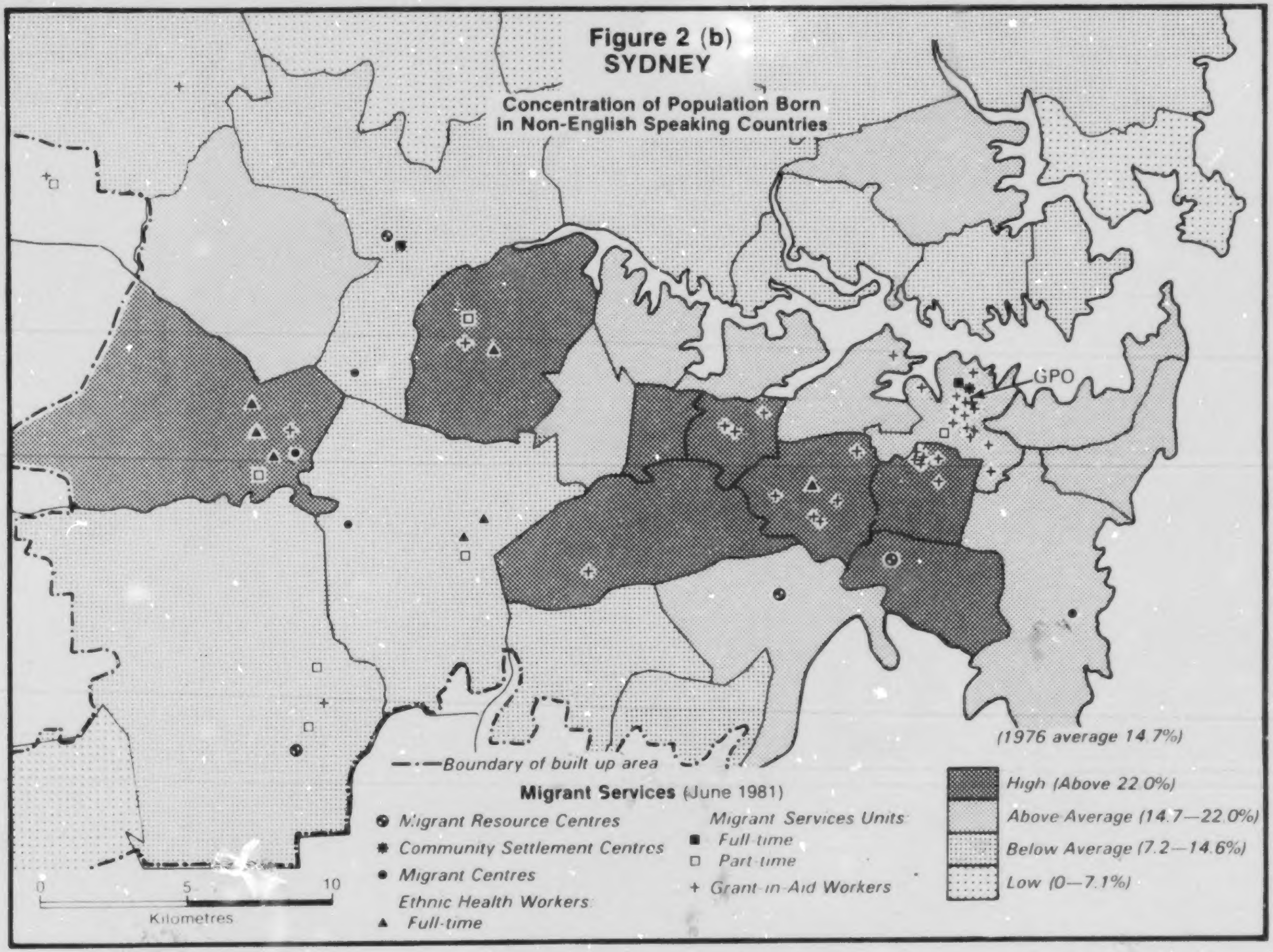

Figure 2 (b)
SYDNEY
Concentration of Population Born in Non-English Speaking Countries

GPO
Boundary of built up area
Migrant Services (June 1981)
Migrant Resource Centres
Community Settlement Centres
Migrant Centres
Ethnic Health Workers
▲ Full-time
Migrant Services Units
■ Full-time
□ Part-time
+ Grant-in-Aid Workers
(1976 average 14.7%)
High (Above 22.0%)
Above Average (14.7—22.0%)
Below Average (7.2—14.6%)
Low (0—7.1%)
0
5
10
Kilometres

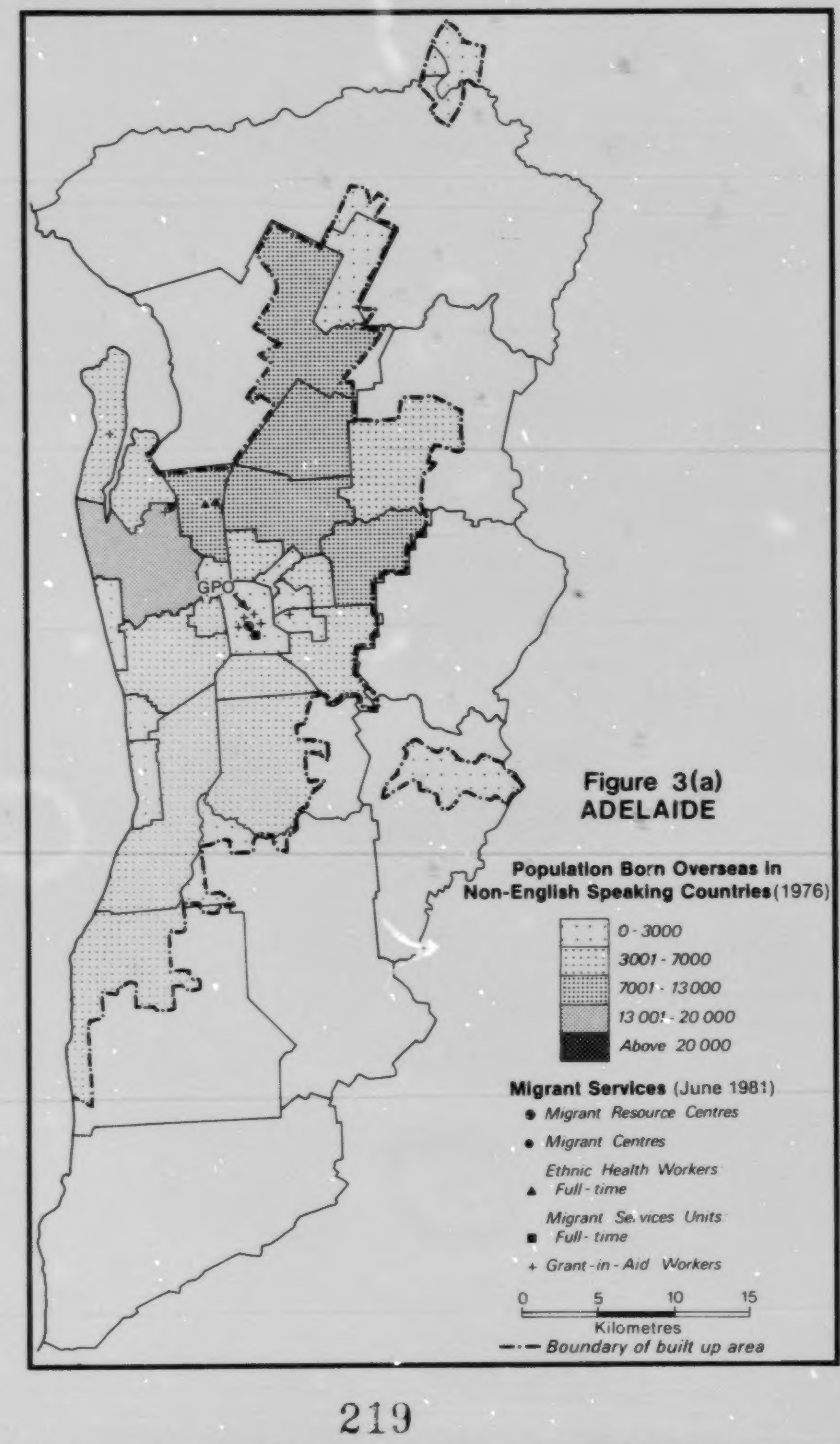

Figure 3(a)
ADELAIDE

GPO
Population Born Overseas in Non-English Speaking Countries (1976)
0 - 3000
3001 - 7000
7001 - 13 000
13 001 - 20 000
Above 20 000
Migrant Services (June 1981)
Migrant Resource Centres
Migrant Centres
Ethnic Health Workers
▲ Full-time
Migrant Services Units
■ Full-time
+ Grant-in-Aid Workers
0
5
10
15
Kilometres
Boundary of built up area

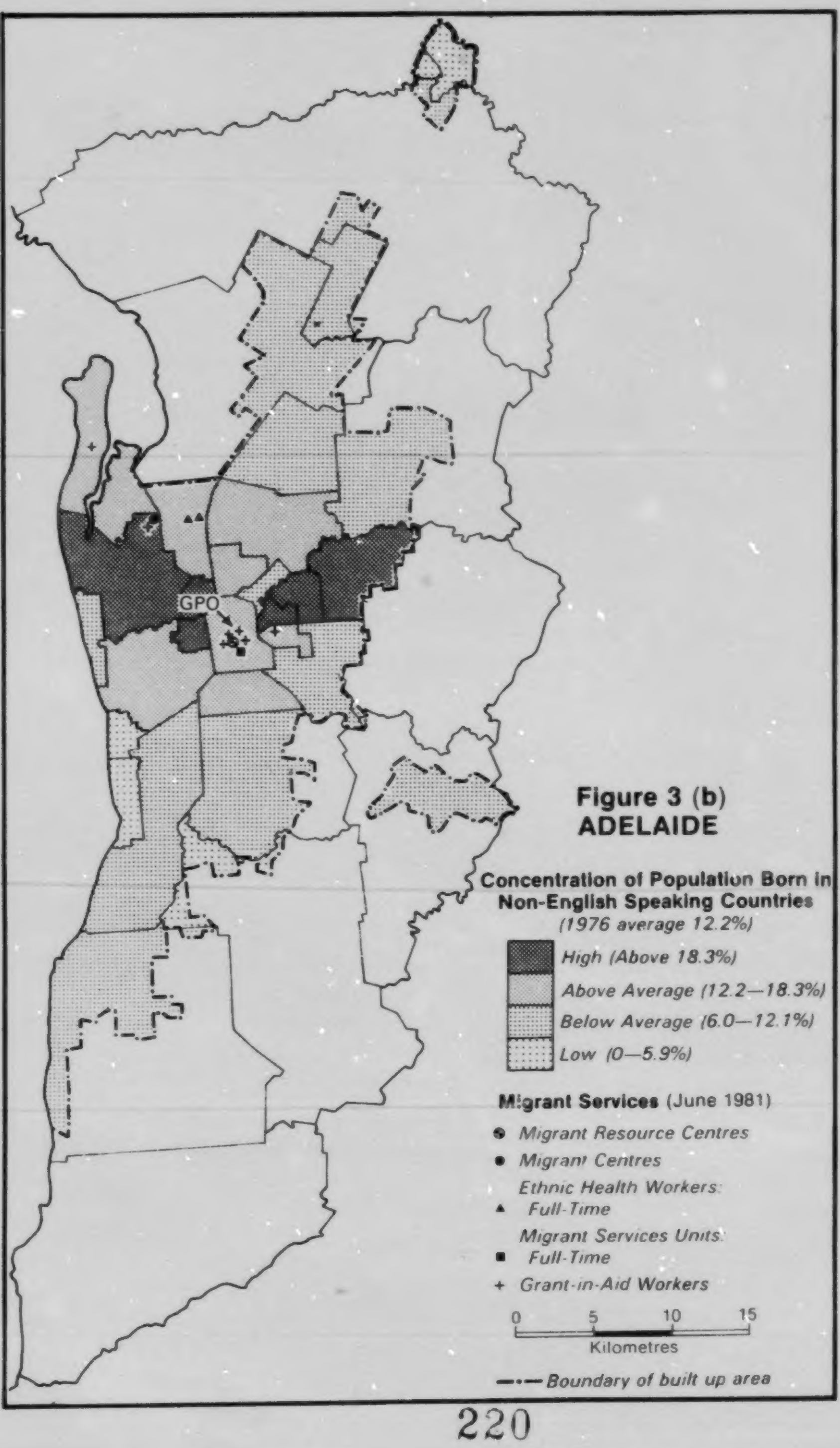

**Figure 3 (b)**
**ADELAIDE**

GPO
Concentration of Population Born in Non-English Speaking Countries
(1976 average 12.2%)
High (Above 18.3%)
Above Average (12.2—18.3%)
Below Average (6.0—12.1%)
Low (0—5.9%)
Migrant Services (June 1981)
Migrant Resource Centres
Migrant Centres
Ethnic Health Workers:
Full-Time
Migrant Services Units:
Full-Time
Grant-in-Aid Workers
0
5
10
15
Kilometres
Boundary of built up area

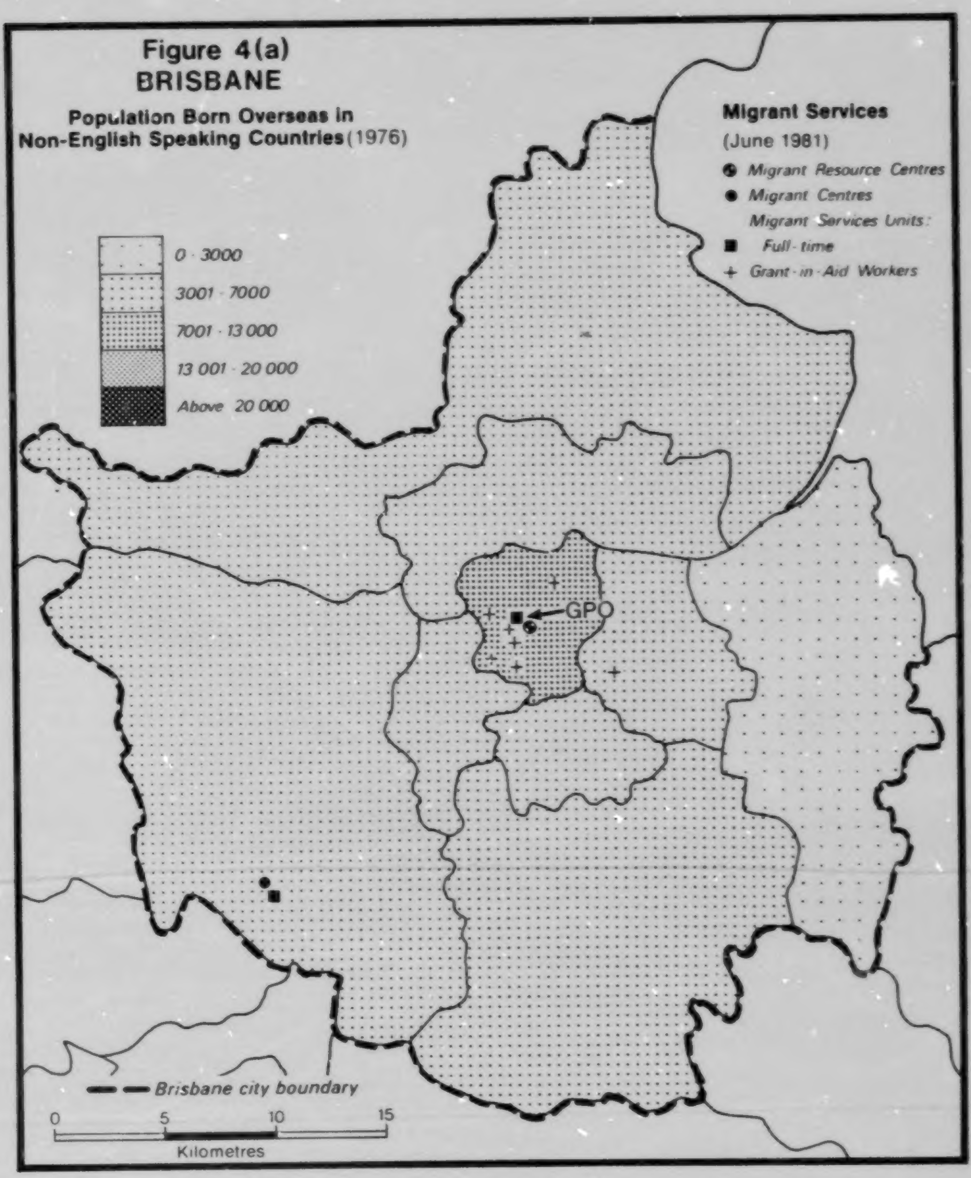

Figure 4(a)
BRISBANE
Population Born Overseas in Non-English Speaking Countries (1976)

0 - 3000
3001 - 7000
7001 - 13 000
13 001 - 20 000
Above 20 000
Migrant Services
(June 1981)
Migrant Resource Centres
Migrant Centres
Migrant Services Units:
Full-time
Grant-in-Aid Workers
GPO
Brisbane city boundary
0
5
10
15
Kilometres

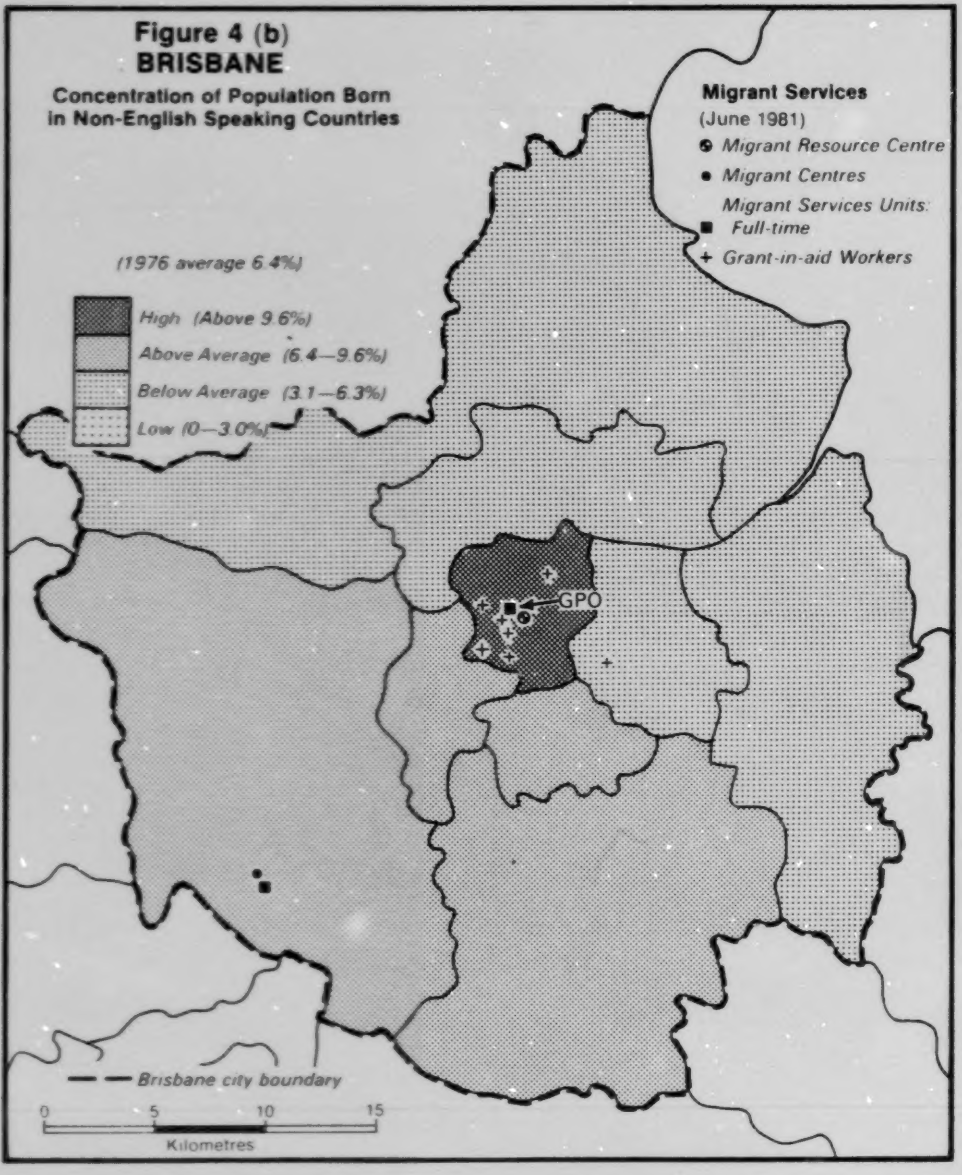

Figure 4 (b)
BRISBANE
Concentration of Population Born in Non-English Speaking Countries

(1976 average 6.4%)
High (Above 9.6%)
Above Average (6.4—9.6%)
Below Average (3.1—6.3%)
Low (0—3.0%)
Migrant Services
(June 1981)
Migrant Resource Centre
Migrant Centres
Migrant Services Units:
Full-time
Grant-in-aid Workers
GPO
Brisbane city boundary
0
5
10
15
Kilometres

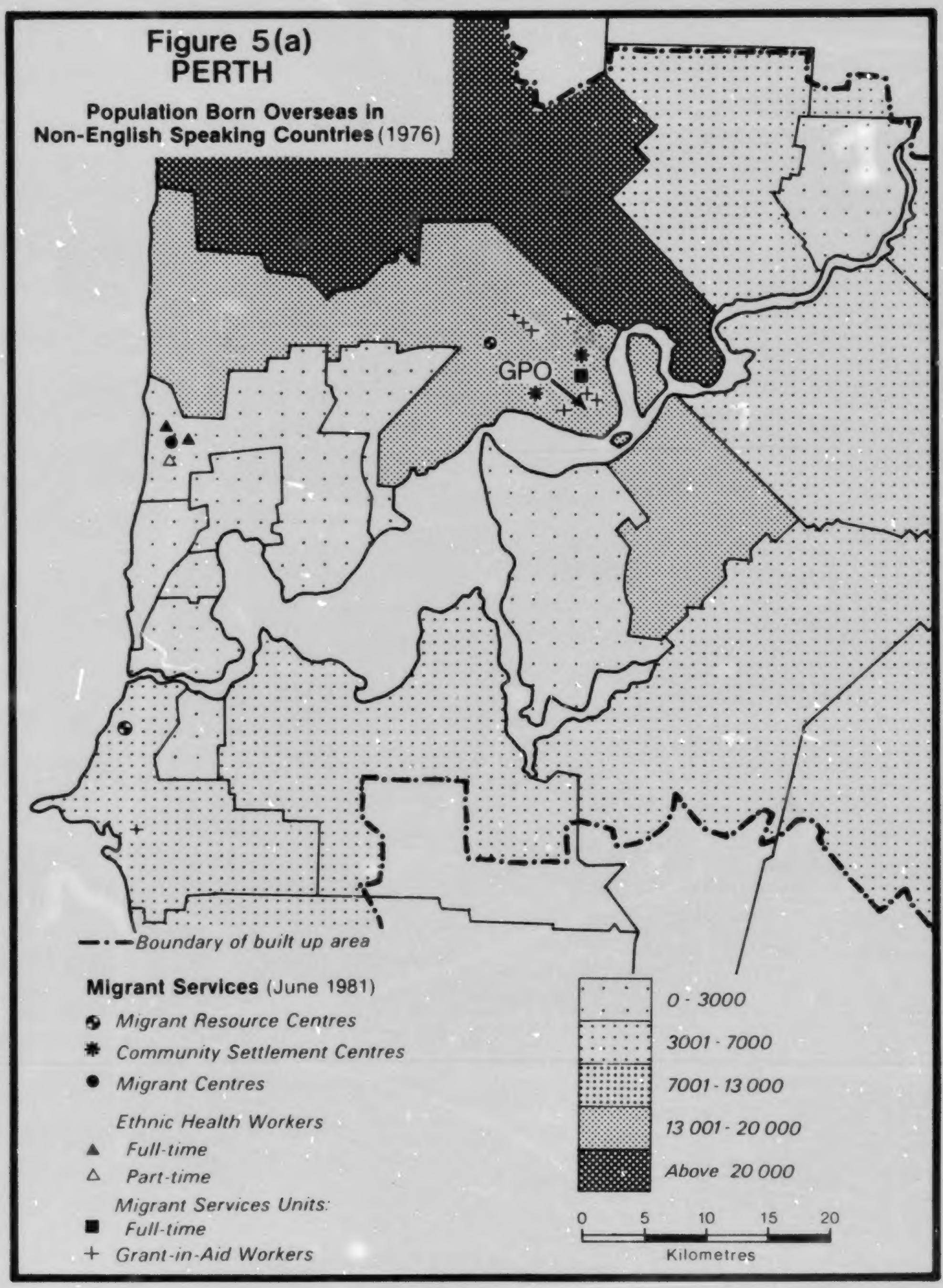

Figure 5(a)
PERTH

Population Born Overseas in Non-English Speaking Countries (1976)

GPO
Boundary of built up area
Migrant Services (June 1981)
Migrant Resource Centres
Community Settlement Centres
Migrant Centres
Ethnic Health Workers
Full-time
Part-time
Migrant Services Units:
Full-time
Grant-in-Aid Workers
0 - 3000
3001 - 7000
7001 - 13 000
13 001 - 20 000
Above 20 000
0
5
10
15
20
Kilometres

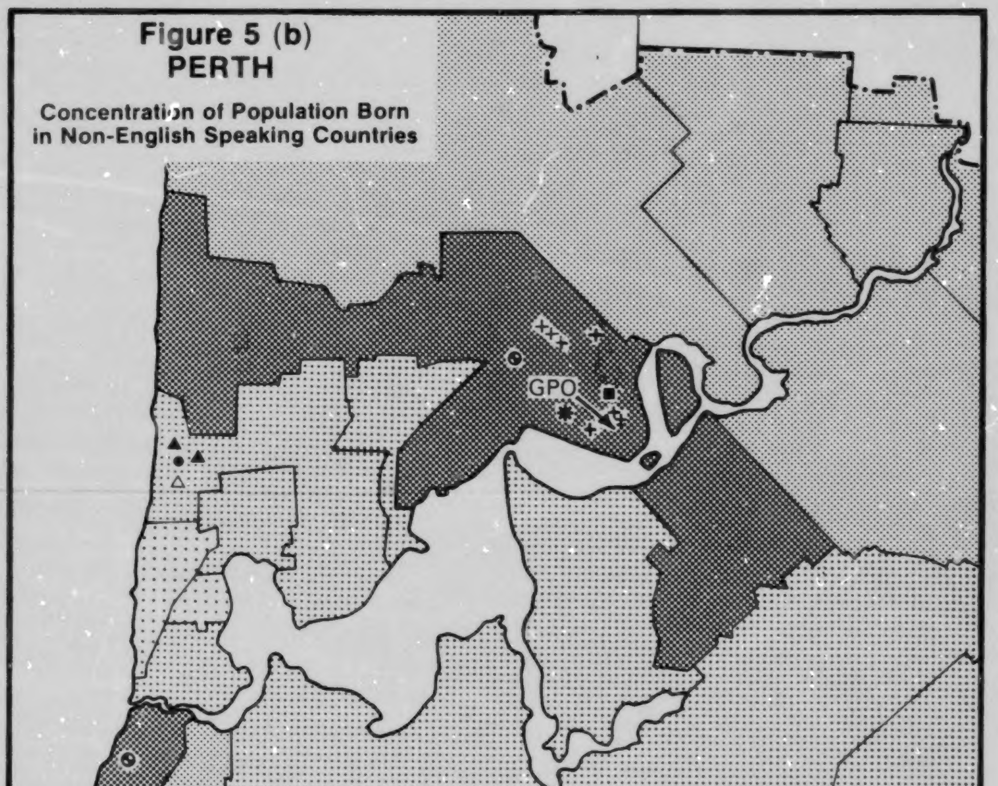

**Figure 5 (b)**
**PERTH**
**Concentration of Population Born in Non-English Speaking Countries**

GPO
—·— Boundary of built up area
Migrant Services (June 1981)
⊙ Migrant Resource Centres
✱ Community Settlement Centres
● Migrant Centres
Ethnic Health Workers
▲ Full-time
△ Part-time
Migrant Services Units:
■ Full-time
+ Grant-in-aid Workers
(1976 average 12.4%)
High (Above 18.6%)
Above Average (12.4—18.6%)
Below Average (6.1—12.3%)
Low (0—6.0%)
0 5 10 15 20
Kilometres

## CHAPTER 11

# Special Needs

*Income security anomalies: residence qualifications; maintenance guarantees; special benefit; overseas pensions; tax rebates. Employment: training; information; safety; Recognition of qualifications. Health: information; communication; interpreting; ethnic health workers. Women: Initial settlement and education; welfare; health; family conflict. The aged. Young children: Child-care at work; child-care community development; ethnic children's services workers. The handicapped.*

1. The Report as a whole directed itself to problems that confronted migrants generally as they settle in Australia. Proposals were made to overcome or lessen the impact of these difficulties. As the Report noted, however, 'in the course of our enquiries we identified both some special areas of need and some groups in need of special assistance'. The particular difficulties present in those areas, or confronting those groups, called for attention to be focused more sharply upon them than might be achieved in the implementaton of the more general recommendations.

2. This chapter examines the outcome of the proposals made by the Report with respect to income security anomalies, employment, health services, problems confronting young children, women, the handicapped and the aged.

## Income Security Anomalies

3. The Report identified a number of aspects of the Australian income security system which gave rise to anomalies impacting on migrants. Three aspects — residential qualifications for defining eligibility for certain pensions and benefits, maintenance guarantees for elderly migrants, and the administration of special benefits — were seen as significantly disadvantaging some migrants. Two aspects — the availability of pensions and benefits from overseas, and tax rebates for overseas dependants — gave migrants some advantage.
*Recommendation 35* of the Report accordingly provided that:

> Government should give high priority to resolving the income security anomalies affecting migrants.

## Implementation

### Residence Qualifications

4. The Report noted that significant differences existed between migrant groups with respect to eligibility for Australian pensions. Comprehensive reciprocal

pensions agreements relieved migrants from Britain and New Zealand from complying with residence requirements. Migrants from other countries were ineligible for Australian pensions until residence requirements were met.

5. The Report suggested two options to correct this anomaly: negotiating further reciprocal agreements; and/or reducing or abolishing residence qualifications. The anomaly still exists, and the situation needs attention.

6. The Evaluation does not consider reducing or abolishing residence qualifications to be practicable. The appropriate option is negotiating further reciprocal agreements with overseas governments.

7. In response to an invitation made by Australia in 1973, a number of countries from which many migrants have come have expressed their interest to negotiate such agreements. As yet, however, little positive action has eventuated.

8. While recognising the complexity of the issues involved, the Evaluation believes that action is necessary and that existing comprehensive agreements with Great Britain and New Zealand should be re-negotiated.

9. There are elements in the present arrangements which operate to Australia's financial detriment. Britain does not adjust the level of its payments to its former residents who are now in Australia, though Australia does this for its former residents now in Britain. As Australia tops up the difference between the British and local pension for those resident here, it is paying an increasing proportion of the total benefit. The annual cost to Australia of the agreement is estimated at approximately $30m.

10. Furthermore, following Australia's introduction of full pension portability, New Zealand amended its legislation to make its pensions not payable where Australian entitlement exists. The Australia/UK agreement was amended in 1975 to provide for the direct deduction of any Australian entitlement in calculating the value of UK pensions payable under the agreement to people in Britain. It is therefore recommended that:

*The Commonwealth Government should:*

- *as a matter of urgency negotiate new reciprocal pensions agreements with Great Britain and New Zealand, such agreements to provide a model for agreements with other countries, and*
- *give notice that if new agreements cannot be concluded within 12 months, the present agreements will be terminated.*

Existing rights of residents should of course be guaranteed. Maintenance of rights is indeed required by the Australia/UK agreement.

### Maintenance Guarantees

11. The Commonwealth may require a sponsor to enter into a maintenance guarantee as a condition of a migrant's entry. This provides a means of permitting the migration of family members who would be ineligible to enter as migrants under normal immigration criteria. Under the guarantee the sponsor undertakes to 'maintain' the migrant so that the migrant will not become a charge on the State.

12. The Report noted extensive criticism of the effect of maintenance guarantees on the welfare of some migrants. Changes in the guarantor's financial circumstances were a common source of unforeseen difficulties for migrants under guarantee. In addition, sponsors often did not realise the full consequences of

their undertaking because of inadequate counselling on the nature of the guarantees or the emotional pressure associated with reuniting families. The Report believed that the system of maintenance guarantees, including their role in immigration policy, should be reviewed.

13. A review of maintenance guarantees has been completed recently, and a revised scheme known as the 'Assurance of Support' Scheme commenced operation in mid April 1982. The sponsorship application form used in this scheme has been redesigned to provide more information about sponsors' obligations and rights, and so reduce the likelihood of misunderstanding. Unlike maintenance guarantees, which ran for indefinite periods, there are explicit periods for which the 'assurance' must be given. However, since these are linked with the period of eligibility for benefits (eg. 10 years for the aged pension) this is not a substantive change from the previous scheme.

14. In short, despite the new name and greater clarification of responsibilities, the Assurance of Support Scheme is in effect little different from the maintenance guarantee system. The Evaluation also notes that sponsors' forms are to be available only in English and there will be no explanatory leaflets produced in any community languages.

15. The desirability of counselling people contemplating the sponsorship of relatives led the Report to recommend the appointment of ethnic workers for the aged (*Recommendation 44*). The actual implementation of this recommendation has seen the employment of fewer workers than proposed by the Report and those appointed, in response to day-to-day demands, deal with a broad range of issues relating to the welfare of elderly migrants and their families. Counselling of potential sponsors does not appear to be a major activity.

16. Though the system of maintenance guarantees, now assurances of support, does give rise to problems, the Evaluation sees no prospect that such arrangements can be eliminated from the Australian immigration program. The implications for expenditure on social welfare benefits are considerable.

17. The major difficulties that flowed from maintenance guarantees, however, were not from the guarantees themselves, but from the attention given to their existence in the administration of special benefit payments by the Department of Social Security. This has not been affected by the establishment of the Assurance of Support scheme.

### Administration of Special Benefit

18. Special benefit is a discretionary payment which can be made to people in need not receiving other pensions or benefits, including migrants not eligible for pensions. It is thus relevant in situations where a sponsor is no longer able, or willing, to maintain a person brought out under guarantee arrangements. The Report noted that migrants in financial difficulty and under maintenance guarantees were rarely paid special benefit, and frequently suffered hardship as a result.

19. The Report suggested special benefit be provided on a more liberal basis, to ensure at least basic income support. From the information available to this Evaluation, the Department of Social Security does not appear to have been fully receptive to the Report's suggestion, and stringency in administration of special benefit still contributes to the distress of a number of migrants denied special

benefit because of a maintenance guarantee. The Evaluation supports the Report's view that a more liberal approach is needed, and does not consider this would have significant financial implications.

### The Availability of Overseas Pensions

20. The availability of overseas pensions was seen by the Report as an anomaly which advantaged some migrants on the grounds that migrants receiving a non-contributory pension from overseas and an Australian pension received 'double pensions'. Moreover, once they reached 70 years of age there was no income test determining eligibility for the Australian pension. No suggestion was made as to what action the Report regarded as appropriate to rectify this anomaly.

21. The Evaluation considers the matter cannot be resolved in isolation from the broader social security arrangements within which it arises. Although income tests apply to those under 65, no Australian pensioner over 70 years of age is subject to an income test. The Evaluation does not consider it would be equitable to introduce a restriction on one section of the community — those whose income source is overseas.

### Tax Rebates

22. The second aspect identified by the Report as being advantageous to some migrants was the right to claim tax rebates in respect of dependant spouses, parents, parents-in-law and invalid relatives living overseas. This situation was seen as being an 'unreasonable burden on the Australian taxpayer', and it was considered that the Government could take steps to end this practice independently of other changes to the income security system. However, the Report wished the rebate to remain available to breadwinners of families selected to migrate, and who came in advance of their families.

23. The Government acted in line with the Report's proposal within the context of the 1978/79 Budget. The tax rebate arrangement was withdrawn on 1 November 1978, except in the case of dependants intending to join a breadwinner in Australia, or those temporarily staying overseas.

## Employment

24. Throughout the Report the inter-related themes of communication and information were seen as fundamental to migrant settlement. Employment was regarded as one of the most important contexts in which these themes affected migrants, particularly those from non-English-speaking backgrounds.

25. The Report noted that the unemployment rate among overseas-born workers was higher than for the Australian-born. While recognising that the main causes of unemployment were the same for both groups it considered that inadequate English made the situation worse for many migrants. Further, problems with English made it difficult to retrain migrants whose skills were no longer in demand.

26. With respect to migrants at work the Report believed that a lack of multilingual information and an inability to speak English fluently made it likely that many would not receive, or would misunderstand safety instructions, and that

this contributed to a high rate of industrial injury among migrants. The same factors meant migrants were often unsure about the role of unions, took little active part in them and were often ignorant of their rights in employment.

27. The Report drew attention to the importance for employment matters of its general recommendations for improving communication. 'English classes on the job, use of bilingual staff in public contact areas, ethnic welfare workers in industry and better multilingual information are all directed towards alleviating communication difficulties' (para.7.34). The Evaluation strongly supports this approach of the Report.

28. The emphasis on communication takes on additional force in the context of continuing unemployment in Australia, industrial restructuring and technological change.

29. It seems clear that the burden of unemployment falls disproportionately on some groups, particularly non-English-speaking new arrivals and, among these, on recent arrivals from Asia. While about 6.5% of the Australian-born labour force was unemployed as at January 1982, the unemployment rate among new arrivals was 19.7%. Unemployment rates were significantly higher for migrant women, with the overall rate being 8.8% and among female new arrivals 24.9% at January 1982, about 40% higher than the equivalent male rate.

30. Youth unemployment is an area of special concern. While the unemployment rate of those between 15 and 19 years has been about one in five, studies indicate that among youth of that age from non-English-speaking countries the number of unemployed is about one in four (ABS, November 1981). A recent study conducted in Melbourne by DIEA identified a number of groups as particularly at risk both in terms of access to education and training services, and unemployment. The main ones were migrant teenage girls, migrant youth arriving as adolescents whose secondary education has been interrupted, refugee youth, Indo-Chinese, Lebanese, Turkish and Greek youth, and youth from recently arrived groups.

31. In 1977, the Review of the Commonwealth Employment Service (Norgard Review), stressed the need for the Commonwealth Employment Service (CES) to give greater attention to the needs of migrants, and called for increased interpreter facilities and staff training on particular employment problems facing migrants.

32. The Evaluation has not undertaken a detailed examination of the Commonwealth Employment Service but does note that areas of deficiency referred to by the Norgard Review have been acted upon. A number of Department of Employment and Youth Affairs (DEYA) regional offices have migrant units whose activities include training CES counter staff and other officers on issues relevant to their contact with migrant clients. About 30 staff — employment officers and interpreters — service migrant hostels on a full or part-time basis. Signs and pamphlets in community languages are on display at offices to advise people who are not fluent in English about the services available. DEYA advises that in mid 1981 CES staff included 373 bilingual persons.

33. These activities are welcomed and must be extended. In particular, there appears to be a need for more public contact staff in a number of languages. Proposals relating generally to bilingual staff employed by the Commonwealth Government are made in Chapter 8.

34. The Report noted that under the employment training programs then operating a number of migrants were receiving a combination of language teaching and occupational retraining, a concept it supported. It called for more consideration of the special needs of migrants in training programs. This statement warrants emphatic reiteration.

35. Following a major review of training programs in 1978 all English language teaching for adults became the responsibility of DIEA, and migrants are referred to courses run within the Adult Migrant Education Program.

36. The Department of Employment and Youth Affairs has recently begun to monitor migrant participation in employment training programs. Data made available to the Evaluation for the period July 1981 to January 1982 indicates that of around 46,700 people given approval for training courses, just over 13% were migrants (including those from English-speaking countries).

37. While the data can only be regarded as indicative and does not include information for the Commonwealth Rebate for Apprentice Full-time Training, it is of concern to this Evaluation that the proportion of migrants participating appears to be very low in view of their rates of unemployment.

38. Within individual training programs, the percentage of migrant approvals over the period has been:

| | |
|---|---|
| • General Training | 23.8% |
| • Pre-Employment Program | 11.7% |
| • Special Youth Employment and Training Program | 12.3% |
| • Disabled Program | 10.3% |
| • Special Needs | 39.9% |
| • Skills in Demand | 35.4% |

39. A further program, directed specifically to youth, is the Community Youth Support Scheme (CYSS), which provides funds for community groups to assist young unemployed people to maintain or develop job skills and to retain a sense of direction and purpose.

40. Information is not available about migrant participation in CYSS, but is believed to be quite low, especially among migrant girls. Information on participation by different groups should be collected by DEYA, and ethnic community groups working with young people should be encouraged to participate in the Scheme. The Department advises that it has recently begun efforts to make the CYSS more accessible to migrant youth and girls.

41. DIEA has suggested that the Department might institute training programs for CYSS officers to sensitise them to migrant needs, employ 'ethnic project officers' in areas with high concentrations of migrant unemployed, and select suitable women ethnic project officers where appropriate. The Evaluation strongly supports these suggestions.

42. In the period since the Report, there has been growing debate about the impact of technological change on employment. It is clear that in addition to industrial restructuring, new technology will lead to the displacement of traditional industries and skills and the development of new ones. The available data suggest that the consequences of such changes will be felt severely by certain migrant groups, especially migrant women, because of their high representation in the process sections of manufacturing industry.

43. There are no definitive studies of the likely effects of technological change on migrant workers in Australia. The issue received only brief mention in the recent Report of Technological Change in Australia (Myers Report). That Report suggested that employers have a major incentive to apply technological innovation to eliminate unattractive jobs which are a source of high labour turnover. This is particularly pertinent to new arrivals who tend to be employed initially in less attractive occupations and move on as soon as possible. The Myers Report also drew attention to the concentration of migrants in vulnerable manufacturing occupations. A preliminary study conducted in the major industrial area of Wollongong also pointed to the likelihood that technological change would have a major affect on migrant employment. The evidence is made even more compelling since the expectation held during the study was that the rate of technological change would not be excessive, and nor would radical technological innovations be introduced.

44. It is apparent that there will be a growing necessity for programs to enable workers to upgrade their skills and to learn new skills. Migrants must have full access to programs designed to assist the Australian workforce to cope with the changes which are occurring. It is recommended that:

> *The Department of Employment and Youth Affairs should give high priority to encouraging participation in training and related programs by migrant adults and youth from groups which have high rates of unemployment and low rates of participation in programs.*

45. With respect to technological change, present information is insufficient to assess any differential impact on migrants nor to formulate appropriate programs in response. Therefore, it is recommended that:

> *The Technological Change Committee of the Australian Science and Technology Council should give attention specifically to the impact on migrant groups of the introduction of technological change, in its more general study of the relationships between technological change and employment.*

## Information and Employment

46. The Report addressed two major areas of information need for migrants at work — information about employment rights and the role of unions, and information about industrial safety.

47. With respect to the first area, the Report noted that 'many migrants, particularly the newly arrived men and women, are unaware of their rights in employment' (para.5.17). It saw the need for simple multilingual information on such topics as the concept of awards, the role of unions, workers' compensation, and long service leave. Accordingly, *Recommendation 20* provided that:

> The Departments of Productivity and Employment and Industrial Relations taking into account the results of the . . . [Migrant Information Needs Survey] approach unions and employer bodies with a view to developing and distributing information relating to employment and the role of unions.

48. With respect to both safety and employment rights, the Report looked at the need to facilitate the production of specific multilingual information, such as safety matters in a particular factory or the explanation of the role of a particular union. It recognised that the cost to a single organisation of providing this information could be prohibitive and therefore *Recommendation 21* provided that:

> Unions and small employers and others responsible for the well-being of workers should be permitted to apply to the Departments of Employment and Industrial Relations and Productivity for approval of essential material on safety etc. to be translated and printed using government facilities at nominal cost to the applicant.

49. Related to this proposal was *Recommendation 38* which provided that:

> Unions, State Trades and Labor Councils and the Australian Trade Union Training Authority be eligible for grants under the [Migrant Project Subsidy Scheme].

50. The grants were to fund projects which informed migrants about unions, and which made union officials more aware of the problems of migrants.

51. The Report noted that there appeared to be a high level of industrial injury among migrant workers, partly arising from communications difficulties and lack of safety information in community languages. It stated that 'in the longer term, better communication should reduce the number of accidents, but in the short term, ...emphasis should be on more adequate multilingual safety training and instructions, both oral and written' (para.7.35). Accordingly, *Recommendation 36* provided that:

> When completed, the results of industrial safety programs being developed by the Department of Productivity and the Productivity Promotion Council of Australia should be made widely available and employers encouraged to use them.

### Implementation

52. The record of action on *Recommendation 20* is slim and unsatisfactory. In July 1978, the recommendation was brought to the attention of the National Labour Consultative Council (established in 1977 as a consultative forum for representatives of the Commonwealth Government and peak employer and employee organisations) where it was agreed to defer detailed discussions until the Survey into the Information Needs of Migrants in Australia (MINS) had been undertaken. One major employer group expressed its disagreement with the recommendation, on the grounds that it was improper for the Government to promote membership of unions.

53. Following the release of the MINS Report in late 1980 the Department of Industrial Relations prepared an internal proposal for the preparation and distribution of information relevant to the recommendation. In November 1981, the Minister for Industrial Relations wrote to peak union and employer councils inviting them to discuss the MINS Report and its application with his Department and DIEA. As at the end of March 1982, no further developments had taken place.

54. The implementation of *Recommendation 21*, providing for the translation and printing of specific employment information, also leaves much to be desired. The information made available to the Evaluation about this proposal is limited although it is clear that virtually nothing has happened.

55. In brief, the Evaluation has been able to identify about 6 specific applications for translation and printing of material which were considered for funding under the recommendation. Two applications from unidentified employers took three months each for approval to be granted. Two identified employers who were assisted are very large companies, contrary to the intention to assist small employers.

56. A further two applications were from unions and both were rejected. One union applied for assistance with the publication of two leaflets — on noise as a hazard and maternity leave. The noise leaflet was considered to contain inaccuracies, and proposed amendments were not acceptable to the union. The maternity leave leaflet was regarded as outside the scope of the recommendation because it concerned social security matters.

57. The second union applied for assistance to produce a booklet on workers' compensation. This was rejected by the Department of Productivity as outside its area of responsibility. Production of the material was eventually funded by DIEA under the Migrant Project Subsidy Scheme.

58. This history of inaction has much to do with the fact that the agency vested with the task of implementing the recommendation was not well placed to pursue it, and quite explicitly disagreed with it. Primary responsibility for the recommendation was given in mid 1978 to the Physical Working Environment Branch, then located in the Department of Productivity*. The major activities of the Branch are concerned with the development of Commonwealth Government policy and programs for occupational health and safety, and the preparation of submissions, briefs and publications on physical environment working matters. It has a staff of about 20, who comprise mainly engineers, architects and administrative personnel. At the time of the Report it was based in Melbourne. All in all, the Branch was an unhappy choice to administer a program relating not only to safety, but to the role of awards, workers compensation etc., and which ideally required direct contact with the target bodies — unions and small employers.

59. Over a period the Branch and the Department of Productivity expressed a number of arguments against the implementation of the evident meaning of *Recommendation 21*. Among these were:

- Primary responsibility for safety, health and welfare matters rests with the States, which are very sensitive about Commonwealth involvement in this area.
- Audio-visual materials are better than printed matter, because many workers' literacy is poor.
- The Commonwealth might be liable if it translated texts which proved to be inaccurate, and the process of vetting drafts was seen to be very lengthy.
- A general invitation to a large number of employers to apply for translations of materials might lead to an excessive volume of requests.

60. The Branch saw its concern to be for all workers, including migrants, and preferred to produce general safety and related material. Further, it believed that if migrants were singled out as a special case for attention employers might be prejudiced against hiring them.

61. Late in 1978 the Government approved a merger of *Recommendations 21 and 36* as they both had the common objective of providing information on occupational safety.

62. The result has been that virtually all the funds allocated for *Recommendation 21* have been spent on occupational safety issues of a general nature. The Department of Productivity has stated that the limited use of the facility provided by the recommendation reflects a lack of interest on the part of small employers and unions. The Evaluation acknowledges that interest is indeed much less than might be hoped. It notes as well however that there has been virtually no active promotion of the recommendation directly to eligible organisations. It is difficult to avoid the conclusion that implementation of *Recommendation 21* was abandoned in effect at a very early stage.

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*In 1980 the Branch was moved to the Department of Science and Technology. The Review of Commonwealth Functions in April 1981 recommended that its functions be scaled down and residual activities transferred to the Department of Industrial Relations.

63. The funding of information provision to migrant workers by unions has largely taken place through the Migrant Project Subsidy Scheme under *Recommendation 38*. To date, seven union bodies have received a total of $31,500 under the scheme to develop multilingual information programs covering such areas as the role and function of particular unions, awards, workers compensation, health and safety. Further to this, the ACTU is currently receiving funding under the Grant-in-Aid Scheme for a worker who is responsible for alerting unions to the needs of migrant members.

64. Joint implementation of *Recommendations 21 and 36* has seen the funding of a diverse range of activities related to industrial safety. They include:

- production of a resource booklet for managers exploring problems and challenges of employing a multicultural workforce
- expenditure on mime films on manual handling and industrial noise, made available for loan through regional offices of the Department of Productivity
- purchase and distribution of audio-visual kits on occupational safety in 7 languages, through the offices of the Productivity Promotion Council of Australia
- research into the effectiveness of safety symbols conducted at Flinders University
- purchase of audio-visual equipment for loan to groups borrowing audio-visual materials on occupational safety from Department of Productivity regional offices.

65. Some innovative and impressive materials have been funded under the recommendation, though some of the expenditure, for example on the purchase of equipment and research, appears to be outside the scope of the recommendations.

66. The effectiveness of safety materials requires evaluation, a point strongly made by a study on safety symbols. It concluded that there was no evidence that safety symbols had a major role to play in industrial safety. The study stated:

> The bulk of the evidence suggests that the causes of industrial accidents are more fundamental. At best, symbols are a token gesture toward the problem (Campbell, Cairney and Sless 1980?, p.19).

## Conclusions

67. The Report made four direct recommendations to improve employment information. Two remain substantially unimplemented; the Commonwealth, unions and employers have not met to consider the development and distribution of employment information; unions and small employers have not made use of the facility to translate and print essential materials. To a limited extent unions have made use of a third recommendation, giving them access to funds under the Migrant Project Subsidy Scheme, to produce multilingual information. No alternative avenues have been made known or available to small employers. Only the recommendation to make safety information more widely available has evidenced substantial activity. Even here, the key has been access to funds originally proposed for a related but distinct purpose.

68. The Evaluation believes that the general objectives of these recommendations remain valid, but it has concluded that the experience of the implementation of the Report's proposals suggests the need for adjustment in approach.

69. *Recommendation 20* was totally dependent on a considerable degree of commitment and spirit of co-operative venture on the part of three parties — government, unions, and employers. It would appear that a combination of lack of

interest in the issues and in working together on them have frustrated the intention of the recommendation. There is no evidence that renewed exhortation by the Evaluation would be fruitful. The issues have been cogently presented by the Report and the mechanisms exist to put life into the recommendation if the will is there.

70. The realisation of *Recommendation 21* was handicapped by strong organisational obstacles. It has been recommended in Chapter 10 that unions remain eligible for employment information projects under the Migrant Project Subsidy Scheme. The Evaluation considers that the responsibility to ensure the provision of safety information in relevant community languages by both small and large employers is a matter which falls clearly within the States' domain. It is the States whose legislation covers these issues and whose inspectors have day-to-day contact with employers.

71. The joint implementation of *Recommendations 21 and 36* proved somewhat of a windfall for the production and distribution of general safety materials, and related activities. As a general principle, the production and promotion of industrial safety materials should take account of the multicultural, multilingual nature of the workforce, and not be dependent on an 'extra' source of funds. Therefore, the Evaluation has not recommended that there be a continuation of special funding in this area.

## Recognition of Qualifications

72. Throughout the postwar period migrants from many countries have confronted difficulties securing recognition for qualifications obtained overseas. It has been a source of extreme frustration and often bitterness for a large number of people who have been unable to make use of their training and experience. The Australian community as a whole has been deprived of the benefit which those unused skills might have contributed to the economy and general welfare.

73. The Report made a number of proposals to assist migrants in the process of having their qualifications recognised. *Recommendation 13*, examined in Chapter 5 of the Evaluation, provided special intensive courses in English for overseas professionals to assist them to have their qualifications accepted.

74. With respect to what it regarded as the greatest problem area, the recognition of sub-professional and technical qualifications, *Recommendation 37* provided that:

> The Committee on Overseas Professional Qualifications functions be extended to enable it to investigate and advise on sub-professional qualifications.

75. In June 1978 the terms of reference of the Committee were extended to enable it to advise on sub-professional qualifications, and an Expert Panel in Technical Qualifications was established. Lack of staff and support services have meant that progress has been slow.

76. Since the Report, a number of studies and submissions relevant to the area have been made available to the Commonwealth Government. As a result the Commonwealth has decided that a broad review of the issues should be undertaken and it has recently established a Committee of Inquiry into the Recognition of Overseas Qualifications.

77. In view of the establishment of the Committee, this Evaluation has not undertaken a detailed assessment of recognition of qualifications issues. It notes

that problems in this area were frequently raised in the course of consultations and by submissions, and will convey these concerns to the Committee of Inquiry.

## Health

78. The Australian health care system comprises a complex range of services, institutions and personnel. The degree to which individuals understand this system has considerable impact upon their ability to seek and obtain appropriate care. This is particularly true of migrants from non-English-speaking backgrounds who may come from countries with dissimilar medical systems and different concepts of health. The health care system itself is limited in its capacity to understand the attitudes and values of different ethnic groups, hence further aggravating the difficulties confronting the migrant seeking access to health and medical services.

79. In recognising these difficulties, the Report made recommendations that would: improve migrants' awareness of and ability to understand and use the health care system; and improve the health care system's capacity to respond to migrant needs and difficulties.

### Information on Health and Medical Services

80. The Report found that health was an area where 'needs for information are particularly critical and where action could be taken immediately' (para.5.16). Health was specifically listed as a topic to be covered in the information provided to new arrivals. Beyond the initial settlement period *Recommendation 22* provided that:

> The Commonwealth Department of Health should be responsible for:
> (a) the development of information on all aspects of health care, including preventive care, in the main community languages and its distribution to all organisations which play a part in spreading information,
> (b) the development, with the producers of ethnic radio programs, of short information segments on health care to be broadcast on ethnic radio in community languages.

81. Fifteen pamphlets have been developed in a wide range of community languages, and a further four are being prepared for release. Two pamphlets are available in 22 community languages; 11 cover 16 languages and the remainder cover a smaller number of languages. The pamphlets cover a wide range of related issues: they include advice on medical aid, aspects of pregnancy/ childbirth, information on medical benefits and health funds, health interpreting services, quarantine, family planning and domiciliary nursing benefits. A poster on nutrition has also been produced.

82. The pamphlets are disseminated through Department of Health regional offices, State Health Commissions, Migrant Resource Centres, the Department of Immigration and Ethnic Affairs and to interested groups which request the material. To assess the availability of material which had been produced, four hostels in Melbourne and a number of health centres within 15 kilometres of the Melbourne GPO were visited. Only two of the hostels and none of the 15 health centres had any of the Commonwealth pamphlets available for distribution to clients. Of 32 ethnic health workers surveyed by the Evaluation, 20 had neither seen nor used the available pamphlets. The majority relied on materials provided by the State health authority.

83. The Department of Health does not use other media to any great extent. A short campaign on nutrition was mounted through ethnic radio 2EA, and information about health interpreting services has also been broadcast on 3EA in 11 community languages. By comparison, the Department of Social Security explained the most recent changes in the health insurance arrangements through a combination of pamphlets in 8 different languages, advertisements in ethnic newspapers, a health care telephone 'hotline' in conjunction with the Telephone Interpreter Service (TIS), and advertisements in community languages on Channel 0/28 and ethnic radio.

84. The Department of Health did use a more diverse media approach in the 'National Health Promotion' program which has cost $1m since 1979/80. However, this was in English only. The Department has spent $250,000 specifically on migrant information since 1978/79; of this only $17,000 has been on non-print information.

85. The Report was extremely critical of the reliance by government departments on printed information. The importance of other media is well illustrated by the Survey of Information, Needs and Use of Services (SINUS) findings on sources of information on health insurance changes introduced in September 1981. Of the non-English-speaking respondents only 10% obtained health insurance information from pamphlets. Far greater numbers acquired their information from ethnic radio, ethnic press and Channel 0/28 (Table 11.1).

86. It should also be noted that there is considerable State activity in the provision of printed multilingual health information and thus some potential for duplication. This could be avoided if the Commonwealth concentrated on non-print media, which is little used by State and Territory governments, and provided printed information only in areas for which it has constitutional responsibility, such as quarantine and health insurance.

## Communication in Health Services

87. While the Report as a whole gave its highest priority to the teaching of English, it appreciated that there will always be a significant proportion of people in the community who do not speak English well, including the newly arrived; those too old or who for other reasons are unable to learn English; and those whose limited English is inadequate under stress. The Report was concerned to ensure that 'these people must not be placed at a disadvantage in gaining access to programs and services' (para.4.2).

**Table 11.1** Source of Information on Health Insurance Change of September 1981

| *Source* | *Arabic* | *Greek* | *Italian* | *Serbian Croatian* | *Spanish* | *Vietnamese* | *Total** |
|---|---|---|---|---|---|---|---|
| Ethnic Radio | 90 | 159 | 60 | 83 | 60 | 136 | 588 |
| Ethnic press | 35 | 80 | 43 | 49 | 64 | 103 | 374 |
| Channel 0/28 | 71 | 46 | 36 | 18 | 8 | 33 | 212 |
| Pamphlets | 20 | 6 | 12 | 6 | 23 | 41 | 108 |
| English Press | 21 | 33 | 7 | 2 | 13 | 23 | 99 |
| Family & friends | 18 | 8 | 2 | 8 | 9 | 32 | 77 |
| Other | 23 | 25 | 15 | 32 | 46 | 58 | 199 |

Source: SINUS
*Total shows responses given by 1,050 people — some reported more than one source.

**Table 11.2**: Use of First Language by Doctors Seen in Last Three Months

| *Response* | *Arabic* | *Greek* | *Italian* | *Serbian Croatian* | *Spanish* | *Vietnamese* | *Total* |
|---|---|---|---|---|---|---|---|
| Always | 82 | 61 | 85 | 39 | 33 | 47 | 347 |
| Sometimes | 28 | 22 | 17 | 29 | 34 | 15 | 145 |
| Never | 129 | 76 | 92 | 80 | 122 | 137 | 636 |
| Can't Recall | 1 | 3 | 2 | 0 | 0 | 1 | 7 |
| **Total** | 240 | 162 | 196 | 148 | 189 | 200 | 1,135 |

Source: SINUS

88. The significance of language barriers in the use of health services, as emphasised in the Report, has been confirmed as a continuing area of considerable concern by SINUS. Of those who had consulted doctors in the three months prior to interview only 31% stated that the consultation was held in their first language: in 56% of the cases the medical practitioner did not speak the first language of the client. The lack of bilingual doctors was particularly noticeable among Vietnamese, Spanish and Arabic speakers (Table 11.2).

### Language Skills of Medical Staff

89. Little data is available on the community language skills of medical practitioners and other health workers in Australia. However, it is known that of those health professionals who settled in Australia between 1978 and 1981, some 28% come from non-English-speaking countries; this is considerably lower than the proportion of all new arrivals from non-English-speaking countries. Further, there are considerable variations between the different health occupations (Table 11.3). These new entrants into the professions represent only a small input to the total number of health professionals in Australia.

**Table 11.3**: Overseas-Qualified Health Professionals Arriving in Australia, 1978/9 — 1980/1

| *Occupation* | *English-speaking countries* | *Non-English speaking countries* | *Total* |
|---|---|---|---|
| Medical Practitioners and Specialists | 467 | 257 | 724 |
| Dentists, Orthodontists | 152 | 128 | 280 |
| Matrons, Nurses (hospital) | 1,707 | 482 | 2,189 |
| Nurses (other than hospital) | 310 | 45 | 355 |
| Pharmaceutical Chemists | 67 | 43 | 110 |
| Physiotherapists, Masseurs | 83 | 30 | 113 |
| Social and welfare workers | 82 | 32 | 114 |
| Other Medical & para-medical | 154 | 186 | 340 |
| Chiropodist | 20 | 2 | 22 |
| Clinical Psychologist | 44 | 10 | 54 |
| Dental Hygienists, Therapists | 21 | 3 | 24 |
| Occupational Therapists | 53 | 24 | 77 |
| Optometrists | 24 | 8 | 32 |
| Orthoptists | 1 | — | 1 |
| Speech Therapists | 34 | 9 | 43 |
| Dietitians | 15 | 4 | 19 |
| **Total** | 3,234 | 1,263 | 4,497 |

Source: DIEA

90. Recognition of overseas qualifications is a particularly pertinent and sensitive issue as health registration bodies only recognise qualifications gained in certain countries. The recently established Committee of Inquiry into the Recognition of Overseas Qualifications will examine this matter.

91. *Recommendation 13* of the Report addressed itself to the need for overseas qualified professionals to receive special English instruction to facilitate acceptance of their qualifications. A number of health professionals have completed such courses. Implementation of this recommendation is examined in Chapter 5.

92. In *Recommendation 48* the Report proposed that tertiary institutions include within the general professional training programs, components on the cultural backgrounds of ethnic groups and on the use of interpreters in professional practice. As shown in Chapter 7, the implementation of this recommendation has been limited and progress in the area remains fragmentary.

93. *Recommendation 14* of the Report sought to encourage professionals, both those studying and those practising, to undertake special courses to obtain or upgrade their language skills and understanding of cultural differences. The implementation of this recommendation is examined in detail in Chapter 7. The courses have been found to be very useful by participants, but very few professionals in the medical field have taken part.

94. The extent to which the children of migrants with second-language skills are entering, or are encouraged to enter the health professions is difficult to gauge. A study of second-language skills of applicants to nursing courses in Victoria found that there was a marked under- representation of applicants either born overseas or whose parents were born in non-English-speaking countries (Opit and Martin 1979).

### Health Interpreting Services

95. In the absence of an adequate number of professional bilingual medical personnel, access to services is heavily dependent on the availability of interpreters. An expansion of health interpreting services was made possible in 1977 when the Commonwealth Government undertook to provide $2.4m through the Commonwealth Community Health Program to fund the employment of additional health interpreters and translators by the States and the Northern Territory over a three-year period. In formulating its own proposals with respect to general translating and interpreting services, the Report supported the recent innovation by the Commonwealth Government.

96. At the time of the Report, 58 health interpreters were employed in New South Wales, Victoria, South Australia and Western Australia; the remaining States and Territories had no specialist health interpreters. At the time this represented one health interpreter for every 24,000 migrants from non-English-speaking countries. By January 1982, the number of interpreters had risen quite dramatically (Table 11.4).

97. Health interpreters are generally located within public hospitals, with the exception of Victoria which also operates the CHIS. Services are available free of charge to clients using public hospitals and health centres, infant welfare clinics and other health facilities. Most services are available only during normal working hours, although a small number of hospitals provide after-hours and

**Table 11.4:** Number of Health Interpreters, January 1982 (Full-time Equivalent)*

| *Language* | *NSW* | *Vic* | *SA* | *WA* | *NT* | *Total* |
|---|---|---|---|---|---|---|
| Italian | 10 | 5 | — | — | — | 15 |
| Greek | 11 | 6 | — | — | — | 17 |
| Khmer | 1 | 0.5 | — | — | — | 1.5 |
| Chinese, Vietnamese | 1 | 1 | — | — | — | 2 |
| Serbian, Croatian | 14 | 4 | — | — | — | 18 |
| Spanish | 10 | 2 | — | — | — | 12 |
| Turkish | 8 | 3 | — | — | — | 11 |
| Polish | 2 | 1 | — | — | — | 3 |
| Arabic | 16 | 2 | — | — | — | 18 |
| Vietnamese | 17.5 | 4.5 | — | 0.5 | — | 22.5 |
| Russian | 2 | — | — | — | — | 2 |
| Laotian | 2 | — | — | — | — | 2 |
| Maltese | 1 | — | — | — | — | 1 |
| Macedonian | 1 | — | — | — | — | 1 |
| Armenian | 1 | — | — | — | — | 1 |
| Korean | 0.5 | — | — | — | — | 0.5 |
| Portuguese | 2 | — | — | — | — | 2 |
| Aboriginal | — | — | — | — | — | 2 |
| Other | 5 | 47** | 9 | 3.5** | — | 64.5 |
| **Total January 1982** | 105*** | 76 | 9 | 4 | 2 | 196 |
| **Total Pre-Report** | (25) | (29)— | (3) | (1) | — | (58) |

Source: State and Territory health authorities and the Report

* Queensland, Tasmania and the Australian Capital Territory use volunteers and TIS only.

** These workers are generally employed directly by public hospitals. Many are multilingual and speak up to five or six languages. Most are not NAATI accredited.

***New South Wales employs an additional 80 sessional interpreters, available on call.

weekend interpreting services. In New South Wales and Victoria the majority of interpreters employed by the Health Commissions are accredited by NAATI.

98. The funds allocated under the scheme since 1979/80 accord with the original Commonwealth commitment of $2.4m. However, the amounts actually expended fall short of this as indicated in Table 11.5.

**Table 11.5:** Commonwealth Funding of Health Interpreting and Translating Services, 1979/80 — 1981/82

| *State* | *Funds Allocated* $ | *Expenditure** $ |
|---|---|---|
| NSW | 1,483,000 | 1,164,555 |
| Vic | 667,843 | 457,900 |
| SA | 227,200 | 206,358 |
| WA | 51,800 | 43,408 |
| NT | 31,500 | 31,500 |
| **Total** | 2,461,343 | 1,903,721 |

Source: Commonwealth Department of Health

*Includes payments made to the States/Territories in 1981/82 under the States (Tax Sharing and Health Grants) Act 1981

99. The data indicates a quite uneven distribution of health interpreters and funds between the States and Territories. In New South Wales and Victoria the ratios of health interpreters to the number of migrants from non-English-speaking countries are approximately 1:6,000 and 1:7,500 respectively, while in South Australia and Western Australia the ratios are 1:15,000 and 1:33,800 respectively.

100. The present situation is the result of a number of factors including the decision by Queensland and Tasmania not to participate in the program, and the fact that the Australian Capital Territory was ineligible. With the passing of the States (Tax Sharing and Health Grants) Act 1981, the pattern of distribution is likely to remain fixed for at least some years. The Act specifies, among other matters, the formula for providing health grants to the States up to 1984/85. Grants are estimated largely on the basis of the funds provided to each State in 1980/81. As a result, those States which received a substantial proportion of funds in 1980/81 will continue to do so. New South Wales received 62% of the funds for health interpreter services in 1980/81 and 1981/82; Victoria received 23% in both years, South Australia 11%, Western Australia 2%, and the Northern Territory remained at 2%.

## The Continuing Importance of Health Interpreters

101. Non-English-speaking migrants in Sydney and Melbourne were asked in SINUS about their use of interpreting services. Almost half the use of interpreters was in a health situation — either at a hospital or a doctor's surgery. Most migrants were able to obtain interpreting services, with only 13% of the respondent group stating that an interpreter was unavailable when needed. Table 11.6 indicates the places in which interpreters were used and the language groupings covered.

102. Data on the use of health interpreters in Victoria and New South Wales indicates that over two-thirds of contacts occur in hospital clinics. In Victoria, the Central Health Interpreting Service (CHIS) provided about half of its services to Vietnamese clients between January and June 1981. Demand for Vietnamese interpreters from CHIS is largely due to public hospitals employing few such interpreters. In New South Wales usage of health interpreters is high among Serbian, Croatian, Arabic, Vietnamese and Greek speakers, who account for over half of client contacts.

**Table 11.6**: Incidence of Situations for Interpreter Use

| *Situation* | *Arabic* | *Greek* | *Italian* | *Serbian Croatian* | *Spanish* | *Vietnamese* | *Total* |
|---|---|---|---|---|---|---|---|
| Hospital | 25 | 18 | 15 | 8 | 32 | 68 | 166 |
| Medical Practitioner | 8 | 17 | 5 | 21 | 48 | 16 | 115 |
| Community Health Centre | 1 | 2 | — | 1 | 2 | — | 6 |
| Other Health | 5 | 1 | — | 2 | 10 | 14 | 32 |
| Total Health | 39 | 38 | 20 | 32 | 92 | 98 | 319 |
| Legal/Police | 18 | 17 | 3 | 16 | 27 | 5 | 86 |
| Govt Departments | 23 | 9 | 4 | 8 | 11 | 33 | 88 |
| Other | 30 | 24 | 14 | 25 | 58 | 37 | 188 |
| **Total** | 110 | 88 | 41 | 81 | 188 | 173 | 681 |

Source: SINUS

103. While the States have improved interpreting services in public hospitals and health centres, there has been no similar development in the provision of after-hours services or services to private doctors, and the Telephone Interpreting Service (TIS) is relied upon in both these cases. In 1980/81 about one-quarter of TIS registered calls and about half of TIS on-site attendances were for health problems. In effect, those migrants who choose services offered by general practitioners and specialists do not have access to the same quality of service available to users of public hospitals and health centres.

104. Like other members of the community, most migrants in fact seek medical assistance predominantly from the private sector. SINUS found that in the three months prior to interview, 64% of respondents who obtained medical attention did so from a doctor's surgery compared with 24% who attended a hospital. This pattern of usage conforms closely to the findings of the Australian Health Survey which reported that 70% of all consultations took place in a doctor's surgery. Thus an area of significant need for interpreting services is inadequately attended.

## Ethnic Health Workers

105. The Report considered that there were 'some preventive and health support services which ... are needed and which could be provided by ethnic health workers trained to work with their own communities' (para.7.48). While professional skills were seen as desirable, the Report acknowledged that it would be many years before there was an adequate number of bilingual professionals to meet migrants' needs. Accordingly, *Recommendation 39* proposed that:

> Additional funds of $0.7m be provided under the Commonwealth's community health program to employ ethnic health workers over the next three years on a range of special services for migrants. In the first year the Commonwealth should contribute 100 per cent of the funds and thereafter funding should be under the usual cost-sharing arrangments with the States.

106. It was envisaged that this funding would enable the additional employment of the equivalent of up to 50 full-time workers, many of whom would be employed on a part-time or sessional basis. The Report stressed the need to select and train workers carefully and to ensure that their employment was co-ordinated and supervised by a relevant authority or professional body.

### Implementation

107. Implementation was initially slow, the first worker not being employed until July 1979. By June 1980, 9 workers had been employed and by June 1981 this had risen to twenty-six. As at February 1982, there were 31 equivalent-full-time ethnic health workers employed through the State systems. All but two were employed full-time by State health authorities; over half had been employed for less than one year.

108. With the exception of Queensland and Tasmania, all States and the Northern Territory have accepted funding from the Commonwealth under the program. Queensland stated that most migrant families have 'a satisfactory English interpreter within [their] cohort', while Tasmania considered that migrants should be encouraged to use English. Both States advised the Evaluation that they therefore see no need for ethnic health services.

109. New South Wales, Victoria and South Australia employ a number of bilingual health workers not funded by the Commonwealth. Indeed it was innovatory programs operated within New South Wales and South Australia that led the Report to its recommendation for the more extensive use of bilingual health workers within the health care system.

## Activities

110. The Report saw the function of ethnic health workers as the provision of 'direct health education, preventive, support and counselling services to members of ethnic groups, with particular attention to the needs of women, the aged, the handicapped, those at risk of mental breakdown and those under treatment in the community' (Appendix 70). Their main areas of operation were seen to be in parent and child health, mental health, domiciliary and other services for the aged, school health and rehabilitation.

111. A survey of ethnic health workers by the Evaluation found that the majority spend much of their time on parent and child health care matters. These include giving information about family planning, group discussions on nutrition, child safety, ante-natal care and parent effectiveness groups. The second major area of activity is work with children and parents in schools.

112. There has been less involvement in other areas of need outlined by the Report — mental health, rehabilitation, and domiciliary and care services for the aged. Activities in these areas include making home visits and organising small discussion groups, especially of the elderly and isolated women. Some health workers also visit migrant hostels to assist residents with general information, health counselling and advice on diet and nutrition.

113. There are — perhaps inevitably — pressures on ethnic health workers to spend a lot of time on activities peripheral to those envisaged by the Report, or which they may not be well equipped to handle. Many workers reported devoting a significant amount of their time assisting clients with welfare problems such as claims for pensions and unemployment benefits. A small number of workers reported that they spend a great deal of their time acting as interpreters. Some problems have arisen in situations where workers have attempted to assist clients with major health problems more properly requiring the services of skilled professionals.

## Languages

114. Table 11.8 indicates the range of language skills of ethnic health workers. As envisaged in the Report most workers are bilingual; few speak English only.

**Table 11.7:** Involvement of Ethnic Health Workers in Priority Areas Specified in the Report

| | *NSW* | *Vic* | *SA* | *WA* | *NT* | *Total* |
|---|---|---|---|---|---|---|
| Parent and child health | 12 | 6 | 2 | 2 | 1 | 23 |
| Mental health | 5 | 3 | 1 | — | — | 9 |
| Domiciliary and other services for the aged | 5 | 4 | — | 1 | 1 | 11 |
| School health | 9 | 5 | — | 1 | — | 15 |
| Rehabilitation | 3 | 4 | — | — | — | 7 |

Source: Evaluation survey of ethnic health workers

Table 11.8: Languages used by Ethnic Health Workers

| *Language* | *NSW* | *Vic* | *SA* | *WA* | *NT* | *Total* |
|---|---|---|---|---|---|---|
| Vietnamese/Chinese | 3 | 3 | 2 | 3 | — | 11 |
| Chinese/Timorese | — | — | — | — | 1 | 1 |
| Greek | — | 1 | — | — | — | 1 |
| Arabic | 2 | 1 | — | — | — | 3 |
| Spanish, Portuguese | 2 | 1 | — | — | — | 3 |
| Serbian, Croatian | 1 | 1 | — | — | — | 2 |
| Italian | 2 | 2 | — | — | — | 4 |
| Turkish | — | 3 | — | — | — | 3 |
| English only | 2 | — | — | 1 | — | 3 |
| **Total** | 12 | 12 | 2 | 4 | 1 | 31 |

Source: Evaluation survey of ethnic health workers

## Training

115. Experience and training of ethnic health workers varies considerably. Less than one-third of the present 31 ethnic health workers have previous experience and/or qualifications in health care. A significant number of workers had received little or no pre-service training. Given the complexity of health services the need for training and support programs is vital.

116. In Victoria, the first two workers employed received no formal training. Those subsequently engaged undertook a four-week training program organised by the State Health Commission. In New South Wales about half stated they had received no previous training although the State Commission offers an 8 week interpreters course which has segments for ethnic health workers. In South Australia, Western Australia and the Northern Territory ethnic health workers received no pre-service training. Few workers were taking in-service training programs offered by tertiary institutions or health authorities.

117. Reliance is placed on supervisors and co-ordinators for on the job training and guidance. In New South Wales and Victoria, regional co-ordinators hold monthly meetings with workers. In New South Wales a team leader is appointed at each health centre to supervise day to day activities. In other States the director of the health centre provides guidance.

118. Most workers stated that they needed more in-service training to enable them to perform their tasks competently. Suggested courses included counselling techniques, mental health, alcoholism, family planning and group work. While workers need and appreciate supervision and co-ordination, this is not a substitute for pre- and in-service training. Suitable training would ensure that workers had better understanding of their role and function. State health authorities should ensure that all workers receive adequate pre-service and regular in-service training.

119. Except for Western Australia and the Northern Territory, the majority of ethnic health workers are located full-time within community health centres where the worker has the support of a range of health professionals including medical practitioners, community nurses, psychologists and social workers. In Western Australia, three workers are located at the health centre within the migrant hostel and in the Northern Territory the ethnic worker is located mainly at the major public hospital. Only one worker is based at an ethnic welfare agency.

120. While there are advantages in locating workers at community health centres only a small percentage (about 4%) of the potential client groups regularly use these centres.

### Funding

121. The funding basis for ethnic health workers has been transformed in a way similar to that for Health Interpreting Services, as a result of the passing of the States (Tax Sharing and Health Grants) Act 1981.

122. Since 1978/79, a total of approximately $600,000 has been spent on ethnic health workers by the Commonwealth, a shortfall of about $100,000 from the recommended expenditure. The shortfall has not been due to a shortage of funds. Since 1978/79 the Commonwealth has allocated about $750,000 to the States and Territories (see Table 11.9). South Australia, Western Australia and Northern Territory have increasingly spent the majority of funds allocated to them. In contrast, New South Wales and Victoria were only able to spend about 65% of funds allocated in 1980/81.

### Migrant Health Status Information

123. Detailed information on the health status of migrants and the use of health and medical services by migrants is not available. The Commonwealth Department of Health is planning to collect data on the use of medical services attracting rebates and relating this to the country of birth. This will provide a regular data base for more detailed understanding of particular areas of migrant need, and the initiative is welcomed by the Evaluation.

## Conclusions and Recommendations

124. The data assembled by the Evaluation indicates that a number of issues of concern at the time of the Report are still relevant. The Report sought to improve access to health services, and while there has been progress, more still needs to be done. The available data suggests a shortage of bilingual professionals, but is an inadequate basis for action. Knowledge of the extent of the need for additional bilingual professional workers in the health and medical area is important and as a first step information is required on current resources. Consequently, it is recommended that:

**Table 11.9**: Commonwealth Funding for Ethnic Health Workers, 1978/79 — 1981/82

| *State* | *Funds Allocated* $ | *Expenditure** $ |
|---|---|---|
| NSW | 286,282 | 223,884 |
| Vic | 251,452 | 205,858 |
| SA | 57,250 | 47,078 |
| WA | 112,300 | 108,266 |
| NT | 42,500 | 36,061 |
| **Total** | $749,784 | $621,147 |

Source: Commonwealth Department of Health
*includes payments made to the States/Territories in 1981/82 under the States (Tax Sharing and Health Grants) Act 1981

*Surveys of community language skills of professionals in the health and medical areas should be conducted under the auspices of the Commonwealth Department of Health.*

125. It is proposed that the survey be directed first towards qualified medical practitioners, to be followed by surveys of other health professionals including nurses, dentists and optometrists. It is also suggested that those bodies responsible for the registration of professional practitioners seek to include in their registers, and publish, information on the community language skills of those registered to practise a particular profession.

126. The Evaluation considers the employment of ethnic health workers to be a valuable initiative. While there are some areas requiring attention, particularly in relation to training, their employment does appear to assist migrant use of community health services.

127. The implementation of both the Health Interpreter and the Ethnic Health Worker Schemes has resulted in a very uneven distribution of personnel between the States. Furthermore, neither service is readily or easily available at the place from which migrants mostly seek medical attention and advice, ie. the private consulting room. Both Schemes are important services facilitating migrant access to programs and services available to the community as a whole, a central objective of the Report.

128. Any steps to increase the numbers of ethnic health workers, or any further expansion in the health interpreting services confront difficulties arising from the new arrangements introduced in 1981 governing States Grants for health services. Consequently, it is recommended that:

*The Commonwealth Department of Health should give urgent consideration to means whereby the health interpreting services and the Ethnic Health Worker Scheme can be extended, especially in those States in which these services are seriously under-represented; and give particular attention to developing means whereby private practitioners in the health professions may, in their consultations with migrant clients, gain access to health interpreters and ethnic health workers, where they are needed.*

129. Changes are needed in the kinds of information produced and the media utilised for its dissemination by the Commonwealth Department of Health. It is recommended that:

*The Commonwealth Department of Health should develop information on health care for ethnic radio and multicultural television in areas that supplement State activities.*

## Migrant Women

130. The Report received evidence of the particular difficulties experienced by migrant women at work and at home, and in relation to their health. Migrant women often worked for long hours in unpleasant and dangerous conditions, and experienced difficulties in arranging satisfactory child-care. Many of those remaining at home were lonely and isolated, especially if they spoke little or no English. Family conflicts were occurring when children raised in Australia rejected their parents' traditional culture. With respect to health matters, the language and cultural gap between migrants and health professionals created difficulties for migrant women in making full use of Australian health facilities.

131. The Report concluded that 'programs and services must be designed and put into effect in a manner which recognises the particular disadvantages of migrant women and meets their special needs for information, communication and access to services' (para.8.13). Accordingly, *Recommendation 43* provided that:

> The implementation of the general recommendations of the Report, which have been framed in recognition of the special problems of migrant women, should take particular account of their needs.

132. As examples, it cited recommendations on child-care, new programs for health, care of the aged, the establishment of Migrant Resource Centres, expanded English and welfare services, and improved communication and media services. 'These', it suggested, 'should all assist migrant women in settling here'.

133. The Report did not specify either operational programs or associated expenditures as means towards achieving the objectives embedded within the recommendation, nor did it nominate any particular government agency to take responsibility for implementation — it was clearly seen as the task of each agency with implementation functions to take appropriate account of the special needs of migrant women.

## Implementation

134. Subsequent to the adoption of the Report it was agreed that the Office of Women's Affairs, in the Department of Home Affairs, should monitor the activities of departments responsible for implementation of recommendations to ensure that they were responsive to the needs of migrant women, and to assist them develop appropriate programs.

135. The position of Co-ordinator, Migrant Women's Affairs, was established within DIEA in response to *Recommendation 43* of the Report and with the aim of providing some degree of co-ordination in the implementation of recommendations related to the special needs of women. Similarly, positions were created at regional levels within different departments with the aim of focusing attention on the needs of women.

136. Up to the middle of 1980, general progress in respect to *Recommendation 43* was reported as satisfactory, although it was noted that there were difficulties with respect to child-care, the expansion of the Home Tutor Scheme, the representation of women on the management committees of Migrant Resource Centres, and with the need for the Grant-in-Aid Scheme to provide greater support for projects oriented towards women. By the end of the 3-year period, however, the Office of Women's Affairs indicated that reporting on implementation from departments concerned had generally been unsatisfactory as some implementers had not seen migrant women's needs as distinguishable from those of other migrants. The Office noted that the pro forma on which it had to rely had provided little useful information.

137. Several conferences and meetings were convened to discuss issues affecting migrant women, for example:

- meetings and discussions initiated by the National Women's Advisory Council, which led to the presentation of the Report, *Migrant Women Speak* in June 1979
- the national conference on migrant women's language needs in May 1979 which led to the publication by the Department of Immigration and Ethnic Affairs of the Report, *Language for Living*, (1979b)
- an inter-departmental meeting in October 1979 to consider Employment and Vocational Training Services for Migrant Women, attended by officers from the Departments of Employment and Youth Affairs, Home Affairs and Immigration and Ethnic Affairs.

138. While the above have enabled a wide range of suggestions relevant to *Recommendation 43* to be canvassed, it does not appear that they received any further consideration by the Galbally Implementation Task Force.

139. At the simplest level, *Recommendation 43* can be regarded as having been implemented in the sense that various departments and agencies reported that the needs of migrant women have been taken into account in those particular programs for which they carry responsibility. However, a brief examination of key areas indicates that progress has been uneven and limited.

## Initial Settlement and Adult Migrant Education Programs

140. Some initial settlement programs have given specific attention to the needs of migrant women as illustrated by the orientation program for Vietnamese refugee women being run at the Pennington Migrant Centre, South Australia, and the inclusion of women as members of all Migrant Settlement Councils.

141. However, a number of difficulties within the initial settlement program have a particularly adverse impact on migrant women; for example, inadequate arrangements have been made for contacting migrants who enter the community directly rather than through a hostel. Thus, women who do not seek employment — or who are unable to find it — may not learn of programs such as language classes, which might assist their settlement.

142. A matter of considerable importance to migrant women is that, outside hostels, there is no systematic provision of child-care in the Adult Migrant Education Program (AMEP). Arrangements vary between States and within States depending on the location and type of course, but generally special child-care services are not available in association with English classes in the community.

143. The Evaluation understands that proposals for a study of the child- care needs associated with the AMEP are currently being considered, and that this issue has been the subject of an inter-departmental working party which is due to report shortly. The Evaluation however, has not had access to details of these initiatives.

144. The Home Tutor Scheme is of great relevance to migrant women who are unable to attend English classes in the community. The Scheme was extended by the Report, but there are waiting lists for tutors in each State. The Evaluation found considerable support for the Scheme in community consultations. A recommendation that it be further extended has been made in Chapter 5.

## Migrant Welfare Programs

145. Guidelines for Grant-in-Aid, Migrant Resource Centres and Migrant Project Subsidy Schemes request information on the relevance of proposed projects and activities to migrant women. However, no Grants-in-Aid have been specifically allocated to meeting the needs of migrant women, although a number of applications were received. Individual GiA workers have developed support group activities for women and some 22 agencies conduct projects which are directed towards meeting the needs of women. With respect to the Migrant Project Subsidy Scheme (MPSS), 23 grants of up to $5,000 each, have funded projects directly related to migrant women.

146. The Report expressed particular concern to assist migrant women in industry, and intended that their particular needs be met in part through implementation of the general recommendations, such as information about employment rights and the role of unions. Action in these general areas has been limited, as described above, and so of restricted direct benefit to migrant women in the workforce. Thus, for example, of only seven union-related MPSS projects, two have been specifically concerned with migrant women workers. The Report also suggested that Grant-in-Aid workers might support projects concerned with the needs of women in industry, but little activity can be identified in this area.

### Health

147. In the priority area of health, few initiatives appear to have derived directly from programs and services which were the subject of recommendations by the Report. A number of the leaflets on health issues produced in community languages by the Department of Health are of particular relevance to women. Ethnic health workers and some Grant-in-Aid workers are involved to varying extents in activities touching on the physical or mental health of migrant women.

148. At an early stage, the Department of Health advised the Galbally Implementation Task Force that there was insufficient data to identify specific health problems of migrant women relating to their work. It is not within the scope of this Evaluation to assess the state of evidence in this area. However community consultations and submissions, and other studies, indicate that work-related health matters are of very considerable concern and it should therefore be a priority matter for the Department of Health to review the data and commission or undertake such further research as might thereby appear to be necessary.

### Family Conflict

149. The Report identified family conflict as an area of concern. Reports, and consultations held in the course of this evaluation, point to an increasing incidence of family violence and breakdown. The origin or causes of this may require further research but present problems arising out of family conflict situations demand an immediate response. Few initiatives appear to have been taken in this area. Again, those that have been mounted appear to be unrelated to programs implemented under the Report's recommendations.

### Conclusions and Recommendations

150. *Recommendation 43* provided an important stimulus to the creation of an awareness of the needs of migrant women in departments and agencies responsible for implementing particular programs recommended by the Report. The conversion of this new awareness into operational programs appears however to have been very limited.

151. The need to attend to the special problems confronting migrant women identified in the Report is still of pressing concern. Submissions to the Evaluation, the community consultations and the results of Evaluation surveys indicate that there is an increased urgency about several of the issues, particularly those related to family conflict situations, and migrant women in industry.

152. The Evaluation believes that all government agencies, at State and local as well as at Commonwealth level, have a responsibility to ensure that the special

needs of migrant women are taken into consideration in the formulation and implementation of programs and services which they provide.

153. With respect to areas of Commonwealth responsibility it is appropriate that the Office of Women's Affairs should continue monitoring progress, providing advice to interested parties and acting as a source of pressure for continued improvement in the policies and practices of all departments and authorities. The recent decision that the Office of Women's Affairs and the Department of Immigration and Ethnic Affairs should jointly monitor the implementation of programs with respect to the needs of migrant women is welcomed by this Evaluation as a positive step in ensuring that impetus in the area is maintained.

154. The Evaluation considers that the urgent nature of some of the problems identified requires action to be taken with respect to:

- the need to establish contact and communication with newly arrived migrant women, particularly those who enter the community directly rather than through hostels. Accordingly, it is recommended that:

  *Agreements under which Migrant Resource Centres are established should specify that a major activity will be to contact newly arrived women who settle in their catchment areas, and provide appropriate services.*

- the needs of migrant women in industry, and the need to provide services to cope with the increasing incidence of problems arising out of family conflict situations. It is recommended that:

  *For the first two years of the expanded Grant-in-Aid Program, as recommended in Chapter 10 of this Evaluation, at least five each year of the new grants proposed in each of the next two years should be earmarked for the support of projects relating to women, particularly in industry (apart from child-care), and for the provision of services to migrant women involved in family conflict, family violence and family breakdown situations.*

  *The fact that a number of grants has been earmarked for these purposes should be widely publicised.*

## The Aged

155. The Report drew attention to the increasing number of the aged in the migrant community, as well as the proportion of aged migrants seeking access to community care and support services for the elderly. It believed that:

> with changing community and family patterns and more importantly with the large proportion of migrants in the fifty to fifty-five year age-bracket and the increasing number of elderly people among migrants from countries such as Italy, Greece, Yugoslavia and Turkey, the impact of elderly migrants of non-English speaking background is only beginning to be felt. We believe special initiatives are called for in relation to:
>
> - institutional care
> - support services at home
> - counselling on sponsorship. (para.8.19)

156. The Report regarded as a priority the provision of support to migrants who wished to care for elderly relatives at home. It suggested this could be done 'by making sure that migrants are fully aware of services and entitlements and by encouraging the use of special home-care programs, such as home nursing, meals on wheels, senior citizens and other non-residential activity and care programs' (para.8.21).

157. With respect to institutional care the Report suggested that homes for the elderly be encouraged to specialise for particular ethnic groups. Further, that

greater consideration should be given to funding accommodation for specific groups in areas with significant numbers of elderly in ethnic communities.

158. To ensure that those who sponsored elderly relatives were aware of difficulties which might arise, and of services and assistance which were available, *Recommendation 44* provided that:

> Funds under the States Grants (Home Care) Act should be increased by $0.4m over three years to enable ethnic groups to employ ethnic workers for the aged to work with elderly migrants and their families. In the first year the Commonwealth should provide 100 per cent of funds and thereafter funding should be under the usual cost-sharing arrangements with the States.

159. It considered that this funding would allow the employment of twenty workers to assist ethnic groups with a high proportion of elderly, and many sponsors of elderly relatives. 'Subject to the success of the scheme, the allocation may need to be increased in future years to allow for increasing numbers of older migrants in the community' (para.8.24).

160. The Evaluation has not learned of any concerted activity to encourage nursing homes and old people's homes to specialise in dealing with ethnic groups. At an early stage following the Report, the Department of Social Security advised the Galbally Implementation Task Force that it regarded the suggestion as difficult to achieve in practice, because ethnic groups preferred to have their own facilities. Further, it advised that ethnic groups are recognised as a 'special need' area in the assessment of applications for assistance to establish accommodation for aged persons.

161. Data provided by the Department on funding accommodation for the ethnic aged and disabled indicates that, between 1954 and 1980, some $15.4m was distributed through 91 grants for these purposes. This was approximately 3% of the expenditure on the total number of grants funded under the Aged and Disabled Persons Accommodation Program. Under the current three-year program which ends in 1982/83, only 14 out of 669 grants have been approved for ethnic groups, approximately 2% of total expenditure. Although no firm conclusions can be drawn, when taken together with the demographic data presented in Chapter 3, it does strongly suggest the need, as proposed in the Report, for greater impetus to be given to the encouragement of specialisation and specific funding of accommodation for the ethnic elderly.

162. The Report's strategy to strengthen support for the aged living in the community rested to a large extent on the employment of ethnic workers for the aged under *Recommendation 44*. As described in Chapter 10, this proposal has had to be substantially modified. In the form recommended by the Report it was dependent on arrangements for cost-sharing with the States as provided by the States Grants (Home Care) Act. Implementation on this basis ran into difficulties, and the Government decided that the proposal should be administered through the Grant-in-Aid Scheme. The Commonwealth's share of the estimated cost of the ethnic workers for the aged program was transferred to the Grant-in-Aid program.

163. Some 12 Grants-in-Aid have been directed specifically to the needs of elderly migrants, and three of these were already held by agencies prior to the transfer of the recommendation to the GiA program. Thus only 9 new projects have been put into operation during the second and third years of the period covered by the Report. The reduced number reflects the absence of State money to supplement the Commonwealth funds, and the fact that Grants-in-Aid are

more costly than the grant levels proposed by the Report for ethnic workers for the aged.

164. A more positive aspect of the incorporation of the program has been that the workers appointed have been at higher levels than originally envisaged. Some are in fact qualified social workers who can deal with a range of casework problems and undertake community development activities. The Evaluation notes however that a number of GiA workers whose grants are for work with the elderly also spend considerable amounts of time assisting with difficulties not related to the aged.

165. Further support for elderly migrants in the community has also been provided by other Grant-in-Aid workers who provide information, give advice on pensions and services, and organise social gatherings.

166. There have also been some improvements in services for the elderly as a result of recommendations in other areas of the Report. For example, a number of ethnic health workers are involved in work with elderly migrants. The establishment of MRCs has provided a further source of information and advice, as well as social facilities for groups of elderly migrants.

167. The Report envisaged that the information provision of the Initial Settlement Program would be of relevance to newly arrived elderly migrants. However, since most of this program is conducted in hostels, while most elderly migrants enter directly into the community, it has been of little assistance to them. More pertinent has been the provision of information about services for migrants broadcast by ethnic radio, and, to a far less extent, multicultural television. The expansion of TIS services has been important for enhancing interpreting services.

168. While all of these developments have improved services for the aged, the evidence available to the Evaluation is that many needs are still unmet, and additional support is required.

169. The analysis of demographic data collected during this Evaluation confirms the broad picture contained in the Report about ageing migrants and adds considerable detail.

## Conclusions

170. The increasing importance of issues relating to the migrant aged is a common theme of many of the submissions made to the Evaluation, and frequently arose during consultations with various community groups. There is no doubt that the problems and the needs of the aged are among the most pressing confronting migrant communities at present.

171. The breadth and complexity of issues arising in relation to the health and welfare needs of the migrant aged demands a much more detailed analysis of the problems of the ageing migrant population, and a broader ranging enquiry than has been possible in this particular evaluation of *Recommendation 44*.

172. A number of projects in the area have recently been undertaken, in particular a study of ethnic communities and their aged in Victoria, and a survey of aged people living at home in Melbourne and Adelaide. They are important contributions to our knowledge in an area where, sadly, little work has been undertaken to date.

173. The Evaluation considers that a major research study is required to examine the changing demographic characteristics of the migrant population and the implications of those changes for the health and welfare services provided to the aged. This will be undertaken by the Australian Institute of Multicultural Affairs.

## Young Children

174. The Report was concerned to secure an extension of adequate child- care facilities for the children of migrant women who were in the workforce. It noted that while a high proportion of migrant women were at work, a relatively small proportion of those from non-English-speaking backgrounds used child-care centres and pre-schools.

175. A number of submissions to the Report suggested that child-care facilities at or close to the workplace were wanted by migrant women, and could attract as well the interest of employers of large numbers of women. The Report endorsed the desirability and value to both employers and migrant women of work-based child-care facilities, but noted that the then current provisions of the child-care program precluded the funding of child-care facilities operated by employers. Consequently the Report proposed in *Recommendation 40* that:

> The current child-care policy should be reviewed and the Government should give priority to funding child-care facilities at places of work, jointly managed by the employers and the employees or unions. The employer should meet part or all of the capital cost with the Commonwealth providing assistance for equipment and recurrent costs.

176. Acknowledging that small employers would be unable to afford to contribute to the establishment of adequate child-care facilities, the Report concluded there was an additional need to develop more informal child-care arrangements. The family day-care scheme sponsored by the Office of Child Care provided a helpful model for such supplementary child-care activities. To stimulate such arrangements among migrant mothers was a task seen as appropriate for community development officers employed by larger ethnic groups or community organisations under the expanded Grant-in-Aid scheme proposed by the Report (as discussed in Chapter 10 of this Evaluation). In *Recommendation 41* the Report proposed:

> The community development officers proposed in Chapter 6 (para. 6.15) should, in conjunction with the Office of Child Care, advise on the need for and assist in the development of appropriate child-care services in areas where there are large numbers of working mothers.

177. The Report considered that the migrant child confronted considerably greater difficulty in transition from home to school than did the English-speaking child. In the longer run it expected the situation to be eased following the adoption of proposals for the development of multicultural education in schools. With respect to the immediate problems confronting children the Report provided in *Recommendation 42* that:

> An extra $0.4m should be provided through the Office of Child Care to enable the ethnic communities to employ up to twenty-five ethnic children's services workers over the next three years. In the first year the Commonwealth should provide 100 per cent of the funds and thereafter funding should be under the usual cost-sharing arrangements with the States.

## Workplace Child-care

178. *Recommendation 40* proposed a concerted effort by Government to develop a form of child-care which the Report acknowledged had few precedents in Australia. A recommendation of this kind poses the need for pre-implementation discussion of a range of options that might be pursued to meet the objectives; a review of the difficulties that could be encountered; and the formulation of a proposal for the review of current policy. No such pre-implementation formulation or discussion appears to have taken place.

179. At an early stage the implementing authority, the Office of Child Care in the Department of Social Security, indicated that it did not think it desirable to pursue the recommendation in stated form, and suggested 'work-related' was more appropriate than 'work-based'. In December 1978 the Office of Women's Affairs expressed concern that work-related child-care had a low priority within the Children's Services Program, through which the recommendation was funded.

180. From that time until mid 1981, there was disagreement between the Galbally Implementation Task Force and the Office of Child Care as to the steps to be taken in the pursuit of the recommendation. Throughout the period, and at its conclusion, the Task Force continued to regard implementation as being unsatisfactory even after agreement had been reached that in operational terms 'work-related' be substituted for 'work-based' as the aim of the recommendation.

181. It is not possible to come to any firm conclusion about the extent to which *Recommendation 40* has induced change, through resource reallocation and the Office of Child Care's Program, in favour of work-related child-care facilities.

182. It is clear from papers provided to this Evaluation that no review of child-care policy was undertaken with a view to conferring priority on the funding of child-care facilities at places of work. In the period since the Report, only 5 projects have been identified as approved in connection with the recommendation.

183. The Office of Child Care indicated during the period that its own inquiries and research had shown a lack of demand for, or feasibility of, work-based or work-related child-care facilities. These were views which other agencies queried, and which the Evaluation considers were not the subject of conclusive analysis.

## Child-care Community Development

184. *Recommendation 41* was complementary to *Recommendation 40* and designed to assist those many migrant women employed in small businesses, where the employers would not be in a position to contribute to the capital costs of establishing work-based child-care facilities. It was envisaged that Grant-in-Aid community development officers would give urgent attention to the development of informal child-care arrangements at home among the ethnic communities, and link them in to the assistance available under the Commonwealth's family day-care scheme.

185. It appears that insufficient attention has been given to the stimulation of applications for grants for community development oriented towards the needs identified in *Recommendation 41* and to which the Report's discussion of the GiA Scheme paid particular attention. There has been only one — unsuccessful — application by an organisation that has a community development child-care orientation.

186. Relatively few, if any, GiA supported workers have extended their community development activities to the point at which alternative networks of the kind envisaged in *Recommendation 41* have been established. Indeed as described in Chapter 10, the Grant-in-Aid Scheme has generated only a limited amount of community development work. The vast number of grant applications are directed to individual casework and related work with groups, and these are the major forms of activity of GiA workers.

## Ethnic Children's Services Workers

187. *Recommendation 42* was designed to fund workers who 'would be employed by the ethnic groups to work among their own communities in child-care centres and pre-schools to provide a bridge between the culture of the home and that of the centre or pre-school. Their aim would be to foster multicultural activities in child-care centres and pre-schools; to see that young migrant children are better prepared for school; to encourage participation by individual parents and ethnic groups in the services; to encourage migrant parents in need to seek advice and help on matters relating to young children by encouraging attendance at child education and parenting courses, playgroups etc; to assist mothers seeking care for their children; and to support migrants caring for children.' (para.8.8) Implementation of the recommendation has varied in a number of significant respects from the path proposed by the Report.

188. The Office of Child Care took a broad view of the intention of the recommendation in terms of the groups considered eligible for grants and the activities of the workers to be employed. On the first issue, it has approved grants not only to ethnic groups, as specified by the Report, but to church and community-based agencies as well. After the first year of the program, the Department of Social Security expressed the view that in effect the recommendation had been implemented in that applications to fund 25 ethnic children's services workers positions had been approved — the number proposed by the recommendation. However, examination of the list of agencies indicates that only four of the approvals (two full-time and two part-time) were given to ethnic-based agencies. At June 1981 there had been 44 positions approved of which about 16 were for ethnic agencies. Several grants are held by local government councils and one by the Northern Territory Department of Community Development.

189. The activities in which ethnic children's services workers are involved are also far more diverse than suggested by the Report, ranging from executive position of co-ordinator or director to unqualified ethnic aides. It would appear that on some occasions at least, funds are used to supplement a salary payable from another source for an existing member of staff.

190. During the implementation period, the Galbally Implementation Task Force endeavoured to establish with some precision exactly what action had been taken by the implementing agency with respect to *Recommendation 42*. However, detailed information was not available to link specific funding of ethnic children's services workers to funds generated by the recommendation.

191. The Office of Child Care has reported with respect to expenditure matters that it does not employ ethnic children's services workers specifically or exclusively to carry out the functions recommended by the Report but that these functions and activities form a part of the total activities of staff engaged in the ethnic children's services workers' establishment. It has advised that it considers that on average some 60% of the workers' time was spent on activities identified by the Report as being those embraced within its *Recommendation 42*.

192. The cost of the ethnic children's services worker scheme is met almost entirely by the Commonwealth. Discussions with the States on cost-sharing arrangements foundered early and only the Northern Territory has participated. The Commonwealth determined to continue with the scheme from its own funds and in fact has extended its operations. Expenditure on the scheme has substantially exceeded the $400,000 recommended by the Report, being just over $689,000 for the period 1978/79 to 1980/81. By the end of June 1981, there had been 44 positions approved, and 38 filled, compared with the 25 proposed by the Report.

## Conclusions and Recommendations

193. There appear to have been considerable shortfalls in the implementation of *Recommendations 40, 41 and 42*.

194. The status of the implementation of *Recommendation 40*, the review of current child-care policy with respect to the funding of work-based child-care facilities, is at the best uncertain, even in terms of a substituted 'work-related' aim for the recommendation.

195. The Evaluation recognises that there is a division of opinion about the feasibility of work-based child-care. On the basis of the material presented, the Evaluation considers that *Recommendation 40* is a sensitive response to a continuing need and demand; that it has an important role to play in the development of child-care services; and that its potential has by no means been fully explored. The Evaluation also recognises a significant division of opinion about the feasibility of the recommendation to bring about the objective of establishing adequate work-based child-care facilities. Accordingly, it is recommended that:

> *The National Women's Advisory Council should undertake a study of the feasibility of promoting the establishment of work-place child-care as proposed in Recommendation 40 of the Report.*

196. With respect to *Recommendation 41*, it must be said that implementation failed. A major difficulty in pursuing the program recommended by the Report has been the absence of earmarked funding for particular purposes under the Grant-in-Aid program. This is in conformity with the more general conclusion reached in the evaluation of the Grant-in-Aid program in Chapter 10.

197. A range of priority areas across the welfare field was identified in the Report, and particular attention and emphasis was placed upon them when formulating the means by which those priority objectives were to be satisfied. However, because of the absence of earmarking in the grant process it seems, and inevitably so, that the force of client demand has meant that some 60% of GiA worker efforts are devoted to direct welfare delivery. This is not to suggest that those direct welfare delivery services are not of high priority. The question, however, is whether the particular purposes that are identified specifically as matters of considerable urgency and are accorded the priority that attaches to their inclusion in a recommendation, as is the case in *Recommendation 41*, should be dealt with in a reactive grant-giving process.

198. In such circumstances, it would appear to be more desirable for the grant process to be pro-active, to indicate certain areas in which applications will be received and for which some proportion of the available grant funds has been earmarked or dedicated. This Evaluation re-emphasises the importance that attaches to *Recommendation 41* and recommends that:

> *Over the next two years, five Grants-in-Aid should be earmarked for the purposes of funding community development officers to assist in the development of appropriate child-care services in areas where there are large numbers of working mothers.*

199. With respect to *Recommendation 42*, the direct implication of the conclusions reached above is that implementation has been directed only partially towards the objectives outlined in the Report. In very broad terms it would appear that the implementing agency shares the objectives as specified, although the means actually adopted to pursue those objectives do not accord with the means proposed in the recommendation, namely, the employment of ethnic children's services workers by ethnic communities.

200. The Evaluation welcomes the additional resources which the Commonwealth Government has directed to the employment of ethnic children's services workers. With respect to the allocation of those resources, it considers that priority should be directed as proposed by the Report, to ethnic workers employed by ethnic groups, to undertake the services which it described. This will enhance the direct involvement of ethnic communities in the development of child-care services, and ensure maximum responsiveness of those services to migrant needs. To attain the allocation of grants to ethnic communities as recommended by the Report, it is recommended that:

> *Within the grants provided for ethnic children's services workers, the number awarded to ethnic-based organisations or groups of organisations to undertake activities as proposed by the Report, should be increased to 25 by 30 June 1983.*

## The Handicapped

201. The migrant handicapped carry a double burden. In addition to the disadvantage of their physical or mental disability, whether caused by heredity, disease or injury, the migrant handicapped must also cope with the problems of language, cultural difference and adjustment to a new society. As well as presenting a barrier to successful settlement, including access to schooling, employment and other services, the disability can also be a stigma which serves to isolate the migrant within his or her own ethnic community.

202. Services to the handicapped, including the migrant handicapped, are provided by a range of Commonwealth and State government departments and agencies, hospitals, and voluntary organisations. The principal Commonwealth body with responsibility for the handicapped is the Department of Social Security (DSS) through its Rehabilitation and Subsidies Division.

203. Very little information is available on the numbers of migrant handicapped in Australia. DSS does not collect data on ethnic background of the handicapped although it is currently establishing a national computer data base which will include such information. The Survey into Information Needs of Migrants in Australia (MINS) did not include the migrant handicapped in its investigations. Information on birth place from the Survey of Handicapped Persons in Australia, conducted by the ABS in February — May 1981, is not comprehensive enough to provide an accurate estimate of the numbers of migrant handicapped in Australia. All that can be gained from this survey is an estimate that fewer than 2,000 severely handicapped persons born in non-English-speaking countries live in institutions in Australia.

204. While there is limited data on the numbers of handicapped migrants, it is clear that there are significant numbers of handicapped people of non-English-speaking background whose problems may require special attention. Although migration procedures screen out many people with disabilities, migrants — like other members of the Australian community — may have congenital and other

'hidden' conditions which do not become apparent for some time after settlement. Australia's refugee intake also includes some disabled people, and children born in Australia of migrant parents are as liable as the rest of the population to suffer from disabilities. Some disabilities result from the migrant experience itself, as with children who react adversely to the tension of living between two cultures, or refugees who experience severe trauma many years after settlement. Further, the nature and conditions of work undertaken by many migrants exposes them to a high risk of disabling injury.

205. The Report found that disabled migrants had limited access to rehabilitation facilities compared with Australian-born disabled and that those involved in providing rehabilitation services lacked adequate cultural understanding. The Report proposed the employment of ethnic health workers in rehabilitation units 'to promote a better appreciation of cultural backgrounds by professionals and to help migrants understand the rehabilitation process better' (para.8.15).

206. The Report also suggested that:

(a) rehabilitation centres should consult with each other regarding their ethnic clients and be encouraged to specialise in providing services for particular ethnic groups, to enable these services to attract appropriate multilingual staff and to become fully aware of distinctive features in the cultural backgrounds of the particular groups;

(b) to develop further familiarity with the cultural backgrounds of migrants, the Commonwealth's migrant services staff should participate in in-service training of rehabilitation staff;

(c) some of the State rehabilitation services might include in their programs English language courses especially adapted to meet the needs of migrants being rehabilitated, as have been undertaken at several of the Commonwealth rehabilitation centres (para.8.16).

When tabling the Report in Parliament the Prime Minister stated that 'action will be taken to follow up the Review's observation about handicapped migrants experiencing problems of access to rehabilitation services, and that there should be greater use of ethnic workers in rehabilitation centres' (Weekly Hansard 1978, p.2731).

207. Responsibility for implementing the suggestions was given to the Department of Social Security, in consultation with the Departments of Immigration and Ethnic Affairs, and Veterans' Affairs. No funds were allocated for the purposes.

## Implementation

208. As the Commonwealth Department responsible for the rehabilitation of the handicapped, DSS operates 11 rehabilitation centres, 3 work adjustment facilities and 7 work preparation centres, and provides rehabilitation services in regional areas. Under the Handicapped Persons Assistance Act, DSS provides funding support to non-government bodies, some of which cater for migrant and ethnic handicapped, and produces multilingual information on rehabilitation services.

209. In order to improve access to rehabilitation services for the migrant handicapped, DSS in March 1981 adopted a new approach in its rehabilitation centres in Victoria, based on an 'Ethnic Pre-admission Assessment and Counselling Program'. Ethnic counsellors, speaking a range of languages, were hired on a

sessional basis to provide counselling and information to clients in rehabilitation centres. The Victorian model is currently being evaluated by DSS with a view to the introduction of similar programs in other States. DSS has now adopted a policy of employing personnel with appropriate language and cultural skills. DSS has also restructured staff development in its rehabilitation centres and training programs now include information on cultural differences.

210. English language programs for migrants undertaking rehabilitation have been held at a number of Commonwealth and State rehabilitation centres on the basis of need. Classes are provided by State Adult Migrant Education Services at the request of individual centres. The total number of students involved appears to be very small — most 'classes' involve only one student per teacher.

211. To increase migrants' understanding of the concept of rehabilitation and the nature of services available, DSS has embarked on the development of a portable slide/tape presentation. A prototype, using English, is being tested and it is intended to provide versions in seven community languages for use by caseworkers with individuals and community organisations. The Department also makes available pamphlets on Rehabilitation and Invalid Pensions in eight languages, and has made a tape in eight languages on rehabilitation. It has been distributed to ethnic radio stations and loaned to libraries, welfare agencies and ethnic organisations.

212. Although the Report recommended that ethnic health workers should be appointed to work in rehabilitation units, at January 1982, only seven of the 31 equivalent-full-time ethnic health workers were engaged in rehabilitation services. The others were mostly involved in parent and child health work.

213. DSS is also supporting non-government bodies working with the ethnic handicapped. At the Ethnic Child Care Development Unit, Marrickville, it has funded an Ethnic Handicapped Liaison Officer who is conducting a survey of the special needs of the ethnic handicapped. As part of the survey, the Unit held a workshop in May 1982 for service providers entitled 'Ethnic Handicapped People and Your Service'. The results of the survey will be used to provide a basis for developing staff training schemes for those working with the ethnic handicapped. DSS has also provided funding support for a 'Disability Resources Centre' in an inner Melbourne area with a large migrant population. The Centre is designed to provide referral, community education and information services to and for the disabled. No specific service is provided for the migrant disabled although it is anticipated that some bilingual personnel will staff the Centre.

## International Year of Disabled Persons

214. 1981 was declared by the United Nations as the International Year of Disabled Persons. The Commonwealth Government made funds available for the purpose and a Council, incorporating Commonwealth, State and Territory ministers, initiated a range of activities to assist the disabled. While the Commonwealth's observance of the IYDP benefitted disabled persons in general, a number of special initatives were taken by departments, including DIEA, to assist the migrant disabled.

215. In November 1981, the Minister for Immigration and Ethnic Affairs announced that there would be a limited intake of disabled refugees, some to be sponsored under the Community Refugee Settlement Scheme, others to accompany or join close relatives able to provide support. In the calendar year up to

December 1981, 17 handicapped refugees and their families had been accepted. By May 1982, seven Indo-Chinese families with handicapped members had been resettled under CRSS. The current level of intake of disabled refugees under CRSS is expected to continue.

216. To gather information on disabled migrants and their needs, DIEA invited people to telephone TIS and give their views. Despite extensive contact with the ethnic media and the involvement of ethnic community organisations, only a small number of calls were received in a three-month period from October 1981. DIEA is currently evaluating the response and initial indications are that the ethnic disabled appear to be isolated, even within their own communities.

217. In a more direct attempt to gain information about the needs of disabled migrants, DIEA has commissioned a research study funded under *Recommendation 10* of the Report, of the English-language learning needs of disabled migrants in the Melbourne area. The project, which began early in 1982, is expected to take six months to complete, although there are reported to be difficulties in locating suitable informants.

218. Two grants have been made under the Migrant Project Subsidy Scheme to cater for the needs of handicapped migrants. The Ethnic Disabled Council of South Australia received $4,900 to survey the needs of handicapped migrants in South Australia; the Ethnic Communities Council of Victoria received $5,000 to produce a directory of social services catering for disabled people within ethnic communities. DIEA is also developing an information program directed at migrant workers and employers about repetitive movement injuries such as tenosynovitis.

219. A new scheme was introduced by DEYA to assist employers to engage and train disabled persons. Promotion of the scheme has been conducted using printed leaflets and information kits. The leaflets are distributed through DSS regional offices and are printed in English only. The kits are provided to employers who enquire about the scheme. Neither the leaflet nor the kit contain any specific reference to assisting the ethnic disabled.

220. Moves have begun to establish NAATI accreditation for deaf-mute sign language interpreters. NAATI has held a series of consultations with representatives of organisations for the deaf, and a representative of the Adult Deaf Society of Victoria has been appointed to the Authority. At a meeting with community representatives early in 1982, NAATI agreed to establish the small working group or 'language panel' which will be responsible for setting and marking accreditation tests for sign language interpreters.

221. A number of other Commonwealth departments initiated actions under IYDP which were designed to benefit disabled persons. As reports of these IYDP activities have yet to be finalised it is not possible to estimate how far, if at all, the specific needs of the migrant disabled have been assisted.

222. In its Fourth Report, the National Advisory Council for the Handicapped, which advises the Government on the rehabilitation of the handicapped, made a number of recommendations on the needs of disabled people, but there was no reference to the particular needs of the ethnic disabled. Consultations revealed that the difficulties of the ethnic handicapped, and the associated issues of workers' compensation and rehabilitation, are of considerable concern. More needs to be known about the impact of these issues.

### Conclusions and Recommendations

223. A number of initiatives have been taken to meet the needs of the migrant handicapped, notably by DSS in the use of ethnic rehabilitation counsellors and in multilingual information provision. In the context of the present Evaluation it has not been possible to undertake a comprehensive review and assessment of all Commonwealth departments and authorities which do — or should — make provision for the particular needs of the migrant handicapped.

224. The Evaluation considers that it would be highly worthwhile for there to be a general review of these and other activities, to provide a detailed picture of services which are available, and to point to gaps where action is required. Accordingly, it is recommended that:

> *A grant of $20,000 should be given to the National Advisory Council for the Handicapped to undertake a review of the activities of all Commonwealth departments and agencies involved with the ethnic disabled, including activities undertaken during the International Year of Disabled Persons, and publish a report of its findings.*

## Special Needs — General Conclusions

225. The main intentions of the Report's recommendations and proposals for areas of special needs and the needs of special groups of migrants were twofold. First, it sought to improve the knowledge and understanding that migrants have of the services available to them from those agencies or organisations whose programs or services are directed to the Australian community as a whole. Second, it sought to increase the sensitivity of general community agencies to migrant issues. The agencies and organisations concerned were diverse, and included both Commonwealth and State, employer and union, and ethnic-based and general community-based organisations.

226. The proposals and recommendations themselves fall into as many categories. Some were very specifically directed and accompanied by a proposed allocation of funds; some were specific but unaccompanied by financial resources; some specific proposals called for cost-sharing between Commonwealth and State governments while others implied a cost-sharing with private or voluntary organisations; some proposals were of a quite general kind and unaccompanied by a financial allocation.

227. This diversity — in organisations involved, in the nature of proposals and recommendations, and in the results achieved in implementation — provides in retrospect an opportunity to review the comparative outcomes. Such a comparison might indicate the conditions under which general community organisations are more sensitive to and more aware of migrant needs.

228. In retrospect however, few such indications exist. For most positive indicators of success, there are negative indicators drawn from almost precisely similar circumstances. For example, the sectoral location of an organisation does not seem to be at all influential. While government organisations nominated to pursue programs that have been endorsed by the Government might be expected to pursue programs with some enthusiasm, this has not always been the case. Some government organisations have done so, others have not. Organisations located outside government also reflect that duality; some trade unions and employers have been responsive to suggestions that they seek grants to pursue multilingual information programs but many have not.

229. Nor is program specificity in a recommendation the guarantee of success. Some specific proposals have been pursued vigorously and directly, while others have not had that same experience. The presence or absence of financial resources attached to a particular recommendation gives no guarantee of success. The allocated funds may or may not be spent; where they are spent they are not always spent on the purposes as specified in a particular recommendation and for which the funds were allocated.

230. Not all those recommendations which entailed cost-sharing between Commonwealth and State governments achieved a similar fate. Some worked smoothly up to the point at which a change occurred in the legislative basis of Federal/State financial relationship; but for others, the cost-sharing recommendations were interrupted at a much earlier stage.

231. The one very general recommendation considered in this chapter was variably considered. In the early stages, the generality of the recommendation about women did not inhibit an enthusiastic response. However, towards the end of the 3-year period under review, the degree of enthusiasm subsided as the need for more specific definition of the recommendation arose. Timing is also an important factor. Most general agencies at the time of the Report's acceptance were already aware and responsive to women's issues and *Recommendation 43* found a willing and receptive audience.

232. The initial enthusiastic responses to *Recommendation 43* from many general agencies suggest there are factors not characterised in financial or organisational terms which condition the success of a recommendation and implementation. Some evaluations imply the presence or absence of such factors: for example, those relating to the production of multilingual employment information met with little response on the part of peak unions and employer organisations but found a heartening interest from a handful of individual unions and employers.

233. With respect to the recommendations concerning ethnic children's services workers, differences in perceptions of the relevance of the particular means proposed may have existed between the Report and the implementing agencies, even though the objectives were shared.

234. While there is scope for further extension, the ethnic health worker program under the implementation of the Commonwealth Department of Health has been a rather more successful step in improving migrants' access to general community health services. That Department was, at the same time, implementing the health interpreting services program strongly supported in the Report. Consequently, when implementing the ethnic health worker program, the Department of Health found the need to respond to migrant needs reinforced. That experience may have increased its capacity to respond to migrant needs more generally.

235. It would appear, then, that there is one positive lesson to learn from a comparative view of the implementation of the various recommendations discussed in this chapter. A pre-condition for increasing the sensitivity of a particular organisation, whether in government or outside government, is the presence already of a capacity to respond to the needs of the migrant members of Australian society.

**Employment: Translation of safety material**

(a) The Report recommended that unions, small employers and others be permitted to apply to the Department of Employment and Industrial Relations and the then Department of Productivity for approval for essential material on safety, etc. to be translated and printed using government facilities at nominal cost to the applicant. It also recommended that the results of industrial safety programs being developed by the Department of Productivity and the Productivity Promotion Council of Australia should, when completed, be made widely available and employers be encouraged to use them.

(b) Expenditure of $130,000 was recommended against the first of these recommendations; the Government subsequently determined that funds could be spent on both.

(c) Expenditure amounted to $114,000 as is shown at Table 9.1, mainly against the second recommendation. Resources purchased included audiovisual kits on accident prevention, a film on industrial noise, and printing of safety posters in association with the National Safety Council of Australia. The remainder of recommended funds were committed in 1980/81 for expenditure in the following year.

**Ethnic Health Workers**

(d) The Report recommended that the Commonwealth community health program employ ethnic health workers on a range of special services for migrants. The Commonwealth would contribute 100% of the funds in the first year and thereafter funding would be under the usual cost-sharing arrangements with the States. Recommended expenditure was $730,000 to cover salaries only, based on a total of 50 workers phased over the three years with an average annual salary of $11,000 (as shown in Table 10.17).

(e) Actual expenditure over the three years was $9,852 in the first year (compared to an estimate of $110,000); $86,289 in the second year (compared to an estimate of $210,000); and $201,386 in the third year (compared to an estimate of $410,000). A total of $297,527, which included both salaries and the purchase of motor vehicles was expended compared with the recommended amount of $730,000. No ethnic health workers were appointed in the first year, 9 were appointed in the second year and 19 in the third year including 2 replacements, making a total of 26 positions in 1980/81.

(f) New South Wales, Victoria, South Australia, Western Australia and the Northern Territory are participating in the program. However, the number of appointments have been substantially less than recommended.

## Ethnic Children's Services

(g) It was recommended that the Office of Child Care employ up to 25 ethnic children's services workers over three years with the Commonwealth providing 100% of the funds in the first year and thereafter the funding be under the usual cost-sharing arrangement with the States. The Report provided for six workers to be employed in the first year, an additional nine in the second year and an additional 10 in the third year, at a total estimated cost of $400,000.

(h) The Office of Child Care spent $689,000 on ethnic workers in the period under review. These workers are not employed exclusively to carry out the functions recommended in the Report. It is calculated that, on average, about 60% of workers' time is spent on activities identified by the Report — about $410,000 during the period (Table 10.17). Thus at 30 June 1981, the 38 persons employed on ethnic children's services are calculated to be the equivalent of 23 working full-time on the Report's recommended functions, compared to the 25 workers recommended.

(i) The States have not agreed to share costs but the Northern Territory has. In May 1979, the Government endorsed the implementation program for the first year but asked that States' views on cost-sharing in the second and third years be sought. This matter has not yet been resolved.

## CHAPTER 12

# The Law and Civil Rights

*The legal system. Use, cost and competence of interpreters. Criminal investigation. Communication of rights and interrogation. Records of interview. Multicultural education in law schools and for practising lawyers, the judiciary and police. Legal aid. Information on bail procedures. Discriminatory legislation in voting rights, Commonwealth employment and distinctions between 'immigrants' and 'aliens'. Electoral information. The Ombudsman. Consumer protection. The Human Rights Commission Act.*

1. The law is central to the functioning of any society. Among its functions it protects general community interests and the rights of the individual, embodies and promotes fundamental values and provides a basis for social cohesion and harmony. To serve these ends effectively, legal systems must command popular confidence. This in turn requires the law and its agents to be sensitive and responsive to significant changes in community needs and values. In Australia, one major source of change has been the post-war transformation from a society predominantly homogeneous in cultural and ethnic make-up, to one characterised by considerable diversity.

2. This rapid and extensive social change poses a variety of challenges to Australia's legal systems. The most evident and immediate issue is the presence in the community of large numbers of people whose linguistic and cultural backgrounds pose special problems in their contact with the law and its associated agencies.

3. It is a fundamental tenet of the Australian legal system that all people should be equal before the law. This can only be realised if provision is made by society in general, and by legal agencies in particular, to assist migrants overcome the special problems they may face.

4. Equality before the law also requires that the laws themselves establish no unwarranted distinctions between members of the community. Discrimination is most evident when it appears as legislation defining rights and duties — such as eligibility to become a citizen or to hold public office. No less important are precepts arising from legal interpretation rather than statutory proclamation. At the heart of much of our law are concepts about 'reasonable' and 'normal' behaviour. They require judgments which of their nature cannot be absolute and fixed, but relate to an ever-changing social context. The application of these concepts in multicultural Australia is a particularly complex and difficult matter, demanding considerable social awareness and sensitivity on the part of the legal system.

5. In its approach to these problems the Report proposed action to protect the rights and interests of migrants in the legal system, the electoral system, and in other areas of civil rights. This Evaluation examines the Report's proposals in each of these areas and the impact which their implementation has had.

## The Legal System

6. The main legal institutions with which migrants have contact are the legal profession, the police and the courts. The Report found that migrant contact with each of these was beset by a number of difficulties requiring remedy. There was a shortage of interpreters to enable non-English-speaking people to communicate effectively in legal situations; the criminal investigation process lacked clear guidelines to protect the rights of people not fluent in English; legal personnel were not trained to appreciate the implications for their work of dealing with clients from a wide range of cultural backgrounds; and many migrants lacked information about key aspects of the legal system.

### Interpreters

7. The Report estimated that as many as 400,000 permanent residents of Australia had little or no fluency in English. It noted that:

> in such important areas as . . . the law . . . adequate means of communication have not been developed and an inability to communicate in these areas can have serious and sometimes disastrous consequences. Even those with some knowledge of English may temporarily lose it in moments of strong emotion or stress, for example when called upon to give evidence in court . . . (para.4.1).

8. As the law is primarily a State responsibility, provision of adequate legal interpreting and translating services was seen by the Report as appropriately a State matter. However, the evidence of the inadequacy of these services was such that the Report recommended that the Commonwealth financially assist the States to upgrade their translation and interpreter services (*Recommendation 17*). It suggested that sufficient demand existed in Victoria and New South Wales to warrant the establishment of a specialised legal interpreter service.

9. The action proposed by the Report was concerned essentially to expand the pool of interpreters available for use in legal situations. It did not directly address other matters that the Evaluation believes should now also be considered, in particular:

- Under what circumstances should legal institutions make use of an interpreter when dealing with migrants?
- Who bears the cost of interpreters called to assist in legal situations?
- How competent are interpreters to meet the linguistic and other demands of legal situations?

10. The general development of State interpreter and translation services is examined in detail in Chapter 8. In summary, while there has been progress, the Report's hopes have not been realised. Several States have not established their own services and rely on a mixture of sources such as the Telephone Interpreter Service (TIS), volunteers and professional private interpreters. TIS in fact provides a significant complementary source of legal interpreting even where there are State-based services.

11. New South Wales and South Australia are currently the only States providing specialised legal interpreting services. Victoria has recently announced that it will establish an interpreting unit to be operational from July 1982.

## Circumstances of the Use of Interpreters

12. The decision to use an interpreter may be made by the migrant or the institutions with which he comes into contact. The circumstances under which the latter determine that an interpreter should be employed are critical, because the migrant may not know of the right to make use of interpreters or even properly understand the need to do so.

13. Evidence gathered for this Evaluation suggests that in many legal contexts interpreters are used only when migrants are clearly incapable of understanding English. People whose English is sufficient for basic comprehension but insufficient for precise understanding or to enable them to take an effective part in legal proceedings will often receive interpreter services only if they make the arrangements themselves, or if they are fortunate in dealing with police, magistrates or judges sensitive to their difficulties.

14. In general, government legal aid agencies have no guidelines bearing on provision of interpreters except for the vague requirement that they be used when the lawyer would otherwise not be able to understand the client. With respect to police investigations, the situation varies considerably. Several State police departments have issued written instructions requiring officers to make use of interpreters for interviewing people not *fluent* or *proficient* in English. By contrast, a recent policy statement in one State requires use of an interpreter only if an interviewee is unable to comprehend and speak English 'sufficiently to enable the interview or interrogation to eventuate'. Some States have no explicit guidelines whatsoever. Even where police instructions or standing orders set high standards, actual practice may fall short of them. A recent survey of over 700 police officers made by the Ethnic Affairs Commission of New South Wales reported that 10.7% of the police interviewed said they would speak English when cautioning, or taking statements and records of interview from, people who spoke little or no English.*

15. In the absence of any authoritative statutory or judicial guidelines, courts apply a variety of standards to decide the circumstances requiring interpreters. While some judges and magistrates require the use of interpreters when defendants are not fluent in English, others require interpreters only when the defendant has trouble understanding proceedings. This less rigorous standard is consistent with case law, but it can mean that people are unable to participate effectively in proceedings.

16. Adequate protection of the rights of the accused requires that courts provide interpreters to assist defendants whose command of English is less than fluent. In view of the significance of this matter for criminal justice, it is recommended that:

> *The Commonwealth Attorney-General should make reference to the Australian Law Reform Commission to initiate a study into the circumstances in which interpreters are used in Australian legal systems, and to formulate principles which may provide a basis for Commonwealth legislation and a model for uniform practice throughout Australia.*

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* The use of interpreters by police forms part of a broader issue of the rights of non-English-speaking people in a criminal investigation process. This is examined in detail later in this chapter.

## Who Bears the Cost of Interpreters

17. The availability of interpreters to individuals needing them is also influenced by whether they are required to pay for the service. The evidence suggests that the cost-bearing situation is generally satisfactory. Non-English-speakers are not normally required to pay for interpreters in legal aid conferences or police interviews, even if they take the initiative of nominating the interpreter.

18. In criminal matters before courts the State generally bears the cost of interpreters when their presence has been arranged on the initiative of the police or the court. In a number of States, however, the prosecution often seeks interpreter costs in courts of summary jurisdiction in cases where defendants are convicted. Magistrates often agree to such requests.

19. This practice is inconsistent with the obligations imposed on the Commonwealth and State governments by Article 14(3) of the International Covenant on Civil and Political Rights which provides that in the determination of any criminal charge an individual has the right to 'the free assistance of an interpreter if he cannot understand or speak the language used in court'.

20. The situation in civil cases seems generally acceptable. Interpreter costs are usually treated like all others: the loser bears most of the costs of both parties. In legal aid cases, interpreter costs are borne by the government. In New South Wales, the Community Interpreter and Information Service (CIIS) provides means-tested interpreter services in civil cases. In South Australia, the Ethnic Affairs Commission interpreting service provides free interpreting services to all State Courts and tribunals. In Victoria, the State Interpreter Services Bureau provides its services free at Small Claims Tribunal hearings.

21. TIS interpreters are widely used in Family Court counselling sessions at no cost to the clients. With respect to the courts themselves, it is generally up to the parties to arrange for interpreters, and to pay the costs if they engage professional interpreters. Family or friends may be used. The Evaluation believes it is unsatisfactory if parties to Family Court proceedings are financially constrained from using trained, competent interpreters and recommends that:

> *The Family Law Council should prepare a report for Government on difficulties of people with low incomes securing interpreters for Family Courts, and suggest how these might be overcome, including the option of a means-tested scheme of interpreting assistance.*

## Competence of Interpreters

22. Interpreter competence involves two distinct elements — linguistic ability and the role adopted by the interpreter. The relevance of linguistic ability is self-evident, but the role interpreters adopt may be of equal significance to effective performance. This Evaluation has been told of numerous complaints about interpreters who participate rather than interpret; who urge police interviewees to confess and plead guilty; who in counselling situations seek to argue with the migrant participants; or who carry on conversations with witnesses in court instead of simply translating.

23. In all legal areas it appears that the use of untrained interpreters whose competence has not been independently assessed is widespread.

24. Police forces generally draw interpreters from a list of 'approved' people — those used in the past and found satisfactory. Alternatively they may use bilingual police officers, whose linguistic competence has not been independently

assessed. The South Australian police force has two full-time interpreters who have been recognised at NAATI Level 2.

25. In some cases, interpreter rolls are drawn up after consultation with private interpreter associations, but there appear to be no independent tests of interpreters' linguistic competence or other training. Rather, police make intuitive assessments of whether interpreters do a good job. It is unclear to the Evaluation how monolingual policemen distinguish good interpreting from bad.

26. Courts also accept the use of lay interpreters, often paying little attention to the issue of competence. When police or defendants provide interpreters, judges and magistrates occasionally disqualify them on the grounds of bias; rarely do they enquire into competence.

27. Use of State and TIS interpreters may provide assurance of at least linguistic competence. For example, interpreters of the NSW CIIS are tested by a tertiary institution. The proposed Victorian legal interpreting unit will require its interpreters to be assessed at the equivalent of NAATI Level 3. TIS tests the competence of some of its interpreters but employs others simply on the basis of experience.

28. Improvement in the competence of legal interpreters requires two interrelated developments. The first is progress in the training and accreditation of interpreters generally. Proposals to further these ends have been made in Chapter 8. The second is a policy decision that legal institutions will endeavour to use only accredited, competent interpreters. The appropriate standard of linguistic competence is considered to be NAATI Level 3 or the equivalent. Accordingly it is recommended that:

> *The Commonwealth Government should request all legal bodies for which it is responsible to use interpreters, wherever practicable, whose competence is of an appropriate standard and has been independently assessed.*

Adoption by the States of this course of action would ensure that all members of the communities for which they are responsible will receive equal justice before the law.

## Criminal Investigation

29. Police use of interpreters forms part of a broader issue of the rights of non-English-speakers under investigation in connection with criminal offences. The intrinsic nature and potential consequences of criminal investigation make it perhaps the most stressful of all legal situations. It is therefore crucial that the investigation processes are clearly defined and protect the interests of persons under suspicion and the community at large. As it is often put, there must be a proper balance between the community's need for effective law enforcement and the need to preserve and respect basic human rights and freedoms.

30. At neither Commonwealth nor State level is there a clear, readily accessible statement of the rights and duties of citizens and police during the criminal investigation process. The existing guidelines rest on a mixture of statute, common law and internal police regulations. The last are generally not available to the public, and there has been criticism of the mechanisms for their enforcement and the consequences if investigations deviate from them.

31. The Criminal Investigation Bill introduced into the Commonwealth Parliament in 1977 and based on a report by the Australian Law Reform Commis-

sion, represented a significant attempt to deal with these issues at Commonwealth level. It set out a code of rights and duties of private individuals and Commonwealth police during criminal investigation and sought to provide greater protection for the individual. Moreover, it provided that evidence obtained in contravention of its provisions was not admissible unless the prosecution could establish good reasons to the contrary.

32. In the present context, the Bill was especially noteworthy because it included provisions specifically designed to deal with particular problems that migrants, especially those from non-English-speaking backgrounds, face when involved in police investigation. Many who have come from countries with very different criminal procedures may be unaware of their rights or what is expected of them. Use of a language other than that in which people are fluent creates a risk of misunderstanding when they are being advised of their rights during the course of interrogation, or when records of interview are being made for use in subsequent court proceedings.

33. The Report believed that there was 'a special need for non-English-speaking migrants to have adequate protection in criminal investigation'. Accordingly, *Recommendation 33* proposed:

> the retention of clauses particularly relevant to the rights of migrants in the Criminal Investigation Bill.

Further, the Report expressed the 'hope that the States will adopt similar legislation' (para.7.4).

34. The Bill lapsed with the dissolution of Parliament in 1977. A new Criminal Investigation Bill was introduced into the Senate late in 1981, where it is still under consideration. Differences between the two Bills in the clauses particularly pertinent to non-English-speaking people mean that safeguards have been diminished and *Recommendation 33* of the Report has to a substantial extent not been implemented.

### Communication of Rights and Interrogation

35. The 1977 Bill provided that a person under restraint was to be informed of his rights in a language in which he was *fluent*. This applied to the administration of cautions [Clauses 18(2), 19(2), 46, 47(2) and 48(2)], to participation in an identity parade [Clause 40(1)] and to the information provided to people charged who could not be brought forthwith before a court or magistrate [Clause 49(2)]. Similarly Clauses 31(5) and 33(5) required that people unable to read records of interview or statements in the language in which they were written were to be read the document in a language in which they were *fluent*.

36. The single exception to the fluency requirement in which the suspect was fluent was Clause 27, which required that interpreters be used in questioning suspects who were not *reasonably* fluent in English. An examination of the evolution of the Bill does not indicate why this one clause required a less rigorous standard of fluency than the others.

37. The Report did not draw attention to the differences between the provisions. Nonetheless, abundant legal authority indicates that use of the term *reasonably* has a qualifying effect. For instance, courts have held that the requirement that working conditions be *reasonably safe* is less exacting than the requirement that they be *safe*.

38. The use of the word *fluent* of itself imports a qualitative aspect and it is modified unacceptably if the adverb *reasonably* is added. It is in the public interest as well as that of persons under suspicion that police and migrant interviewees understand precisely what each other is saying.*

39. The 1981 Criminal Investigation Bill has exacerbated the position by making *reasonable fluency* the standard governing *all* communications between the police and non-English-speaking interviewees. This involves an unwarranted erosion of the protection the 1977 Bill accorded. A consistent standard is desirable, but it should be that of fluency without qualification. A further important modification of the 1977 Bill also relates to Clause 27. This clause provided only one procedure for interviewing a person in custody who was not reasonably fluent in English — that 'a person competent to act as an interpreter is present and acts as an interpreter during the questioning'. Subject to the reservations already expressed about use of the phrase 'reasonable fluency', this offered considerable protection for the non-English-speaker. Clause 28, the 1981 legislation's corresponding clause, permits as alternatives to the use of an interpreter, interrogation by a police officer in a language in which both he and the person are able to communicate with *reasonable fluency*, or 'by any other means by which he and the person are able to communicate satisfactorily'.

40. This change has undesirable results. Firstly, it may allow the interview to be conducted by a bilingual officer lacking the skills of a competent interpreter. Secondly, since it authorises a policeman to interrogate a suspect 'by any other means by which he and the person are able to communicate satisfactorily' the question must be asked about whether this would include, for example, the use of a bilingual phrase-book for tourists, or the use of children or other members of the family as interpreters. Ultimately, whether these means are satisfactory will fall to judicial decision. But when the legislation first comes into operation it will be police officers who decide, and it may be some time before the provision is subject to judicial consideration.

41. Justice dictates that people not fluent in English should be interrogated only through a competent interpreter, or by a policeman who can communicate fluently in the language of the person being interviewed. It should be noted that a requirement of *fluency* as the appropriate standard is accepted by some Australian police forces as practicable, as well as desirable. For example, the revised Victoria Police Standing Order 4.7 provides that:

> Where the person arrested is not *fluent* in the English language, difficulties may arise in ensuring that he understands the explanation given him for his arrest. In such a case, the arresting member shall, as soon as possible, obtain the services of an *interpreter fluent in the language spoken* by the arrested person, so that the necessary information may be clearly conveyed to the arrested person. [emphasis added]

42. Similarly, the guidelines of the Northern Territory Police state that an interpreter should be used

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* It should be noted that circumstances in which application of a rigorous standard could produce undesirable or absurd results were adequately covered. Clause 73 provided that in determining whether illegally obtained evidence should be admitted, the court was to consider whether the admission of the evidence would substantially benefit the public interest in the administration of criminal justice without unduly prejudicing the rights and freedom of any person.

> when an Aboriginal person is being interrogated as a suspect, unless he is as *fluent in English* as the average white man of English descent ... (M)uch of what is laid out in the guidelines applies equally to the interrogation of migrants whether European or Asiatic. [emphasis added]

## Records of Interview

43. Problems of misunderstanding that may arise if a rigorous standard of fluency in communication is not required in the course of interrogation may be compounded by the procedures governing the validation of records of interview.

44. Clause 31 of the 1977 Bill provided safeguards against the possibility that the rights of non-English-speakers might be jeopardised in the course of interrogation through misunderstandings that were incorporated in the record of interview. Generally an interview had to be either tape-recorded or conducted in the presence of 'an appropriate witness', such as a lawyer, relative or friend requested by the detained person. If a tape-recorder was not used during the interview and the person made a confession relating to an offence, a written record of the interview was to be made. Where the person was unable to read this record in the language in which it was written, the policeman was to read it or cause it to be read to the detained person in a language in which he was fluent.

45. This provision and the general requirement that an interpreter be present throughout the interrogation still allowed a situation in which a non-English-speaker might unwittingly verify as accurate an incorrect record of interview. The record could be written in English and be translated for verification by a person who was not competent to translate with total accuracy. In this event, a misunderstanding due to faulty translation could be unknowingly agreed to and become part of the evidence admissible in subsequent court proceedings.

46. In the 1981 Bill, the protection relating to records of interview has been diminished. Clause 32 establishes procedures for interviews only with respect to indictable — the more serious — offences, not criminal offences generally*. The provision for tape-recording remains only as one of three alternatives available to the police in indictable offences. There is no longer any requirement that an 'appropriate witness' be present during the course of every untaped interview. Instead, the requirements are substantially complied with if a written record is made in English or the language used in the interview, and read back to the interviewee in the language used in the interview before he is asked to sign it.

47. Thus the 1977 Bill's weakness has been compounded. No procedures are laid down for making and verifying records of interview in non-indictable offences. For indictable offences, the safeguards in the 1977 Bill have been attenuated.

48. The Criminal Investigation Bill is a major reforming measure, incorporating for the first time in any English-speaking country a statutory enunciation of rights and responsibilities of police and suspects during the criminal investigation process. The consideration given to the rights of migrants in the Bill presently before Parliament is welcome, and it is regrettable that no similar reforms are under way in any of the States or in the Northern Territory.

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* Like native-born Australians, the majority of migrants who encounter the criminal law process will do so in magistrates' courts.

49. Nonetheless the 1981 Bill's provisions significantly reduce the safeguards contained in the 1977 Bill. Consequently, the Report's recommendation has substantially not been implemented. The reduction of the protection of non-English-speakers is not warranted by any advance in the efficiency or effectiveness of investigation procedures. It is necessary that those standards be restored, and that inadequacies in the 1977 Bill, retained in the 1981 Bill, be rectified. Accordingly, it is recommended that:

*The Criminal Investigation Bill 1981 should be amended so that:*

- *All clauses touching on police communication, whether oral or in writing, with a person in custody should specify that it be conducted only in a language in which that person is fluent.*
- *Clause 28 should provide that people who cannot speak English fluently not be interrogated by a police officer unless the police officer conducts the interview in a language in which both he and the person can communicate fluently, or a person competent to act as an interpreter acts in that capacity during the questioning.*
- *Where an interview is conducted in a language other than English, the written record should be made in that language for acknowledgment by the interviewee and, where the interviewer is not literate in the language of interview, a sound-recording should be required.*

## Education of Legal Personnel

50. The Report recognised that the difficulties in the relation between migrant clients and the legal system could not be overcome simply by providing information to migrants, or through the use of interpreters and the formulation of new guidelines. The key personnel of the institutions themselves had to be appropriately trained in three areas — language, cultural awareness and the use of interpreters.

51. Law service providers came within the scope of two Report recommendations — 14 and 48 — relating to the general training of professionals.* Only one group of legal workers was the subject of specific comment.

> We are concerned that different attitudes of migrants towards the family, marriage, divorce and the care and custody of children be understood and we suggest that Family Courts consult with our proposed multicultural institute on how to provide basic education and information to all court personnel, including Judges and Counsellors, on the social customs of ethnic communities, and that marriage guidance counsellors be provided with similar information (para.7.5).

52. This Evaluation considers that the Report's focus was too narrow. Apart from the reference to the Family Court, the Report's recommendations were directed mainly at law students and practising lawyers. The judiciary generally also merits attention, as does the training of the police. Judiciary and police were included in a survey of the education of law service providers undertaken for this Evaluation and the findings are considered below.

### Law Schools

53. In 1978 and 1979, the Tertiary Education Commission's Triennial Report drew tertiary institutions' attention to *Recommendation 48*, that appropriate professional courses should include segments on the cultural background of major ethnic groups and segments on the need for and use of interpreters. In June

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* The general impact of these recommendations is examined in Chapter 7.

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1979, the Commission advised the Galbally Implementation Task Force that there was 'a considerable level of activity which meets the intention of the recommendation'. This advice does not adequately describe the situation in legal education in 1981.

54. A survey of Australia's 12 law schools undertaken for this Evaluation found that no law school reported any training in the use of interpreters. The courses of five had no content relating wholly or in part to legal problems affecting migrants in Australia or that could be described as 'multicultural'. The other seven reported some courses, or at least one, that 'touched upon' migrant problems. These courses were offered at both undergraduate and post-graduate level, but were almost invariably elective and taken by only a comparatively small number of students. Several of the law schools also introduced some students to migrants' legal problems through clinical education courses at legal centres.

55. It is thus clear that most Australian law schools graduate a majority of students who have not taken a single subject in which relevance of a multicultural community and multicultural clientele to their work is considered. This situation is in urgent need of remedy. The expectation *Recommendation 48* had of tertiary institutions is eminently straightforward and demands few resources to initiate appropriate responses. Its implementation has been highly circumscribed and appropriate action has been outlined in Chapter 7.

## The Lawyers

56. Various programs of continuing legal education for practising lawyers have been established in all States. In several States, special bodies have been established to provide such programs on a professional level. However, few initiatives have been taken in the area of multicultural education. This Evaluation has learned of only one such program throughout Australia: a one and a half day seminar conducted in 1981 for practising solicitors in New South Wales, concerned with migrants and the law. Lawyers are also eligible to attend pilot courses in language and cultural awareness conducted by the Commonwealth Department of Education under *Recommendation 14*. Lawyers have made only very limited responses to these courses.

57. In a number of States the law society/institute publishes legal services directories which indicate which languages other than English are spoken by particular lawyers.

## The Judiciary

58. The Report restricted its coverage of the judiciary to Family Court judges, and this in the context of education for Family Court personnel generally.

59. The Family Court of Australia (FCA) is the only judicial system that has begun formulating a program to educate and inform key personnel on relevant multicultural issues. In March 1978, the Director of Court Counselling in the FCA prepared a discussion paper 'The Family Court and Migrants from non-English-speaking Countries'. A working party of the Family Law Council (FLC) considered this and published a working paper entitled 'Migrants and the Family Court'. It contained a number of recommendations on the education and in-service training of judges and other Family Court personnel. Subsequently, the Institute of Family Studies has responded to requests from judges of the FCA

and from the FLC for materials on migrants and the family by producing a working paper on migration, family change and mobility, and has also commissioned major reports on ethnic family values.

60. Formal education for judges is a very recent development in Australian legal education. Judges of the State and Territory Supreme Courts, the Federal Courts and the High Court of Australia, have participated in annual Judicial Conferences since 1972. Annual Conferences of County and District Court Judges have been held since 1973. Formal papers are prepared for the conferences and these have occasionally been published in law journals. So far, the subject of multiculturalism and the law has not figured on any agenda. These conferences could be effectively used to explore and discuss legal problems pertinent to a multicultural society with a continuing and significant migrant intake.

61. The problems of migrants have been discussed at several conferences and seminars for magistrates. The New South Wales Ethnic Affairs Commission has provided speakers to seminars dealing with such subjects as cultural differences in communication, stereotyping of migrants and the history of migration. In a more ambitious project, Commission interpreters planned, scripted and enacted a simulation of an Italian trial in order to give magistrates 'personal experience' of the difficulties faced by a non-English-speaking person when proceedings are conducted entirely in English. In March 1981, a Victorian magistrates' conference included a session on migrant rights. It is to be hoped that magistrates elsewhere will arrange similar activities. 'Law in a Multicultural Society' would certainly be an appropriate topic for discussion at the magistrates' national biennial conference.

62. Multiculturalism's implications for the law are not restricted to the application of procedural rules and practices, but apply to the substantive law, in both civil and criminal law. There has already been significant recognition by some judges that rules imposing liability or ascribing guilt that have evolved and developed in relation to an Anglo-Saxon prototype (the 'ordinary' or 'reasonable man', once hailed as 'the man on the Clapham omnibus') are both ineffective and unjust in a multicultural society. Two examples, one from the civil law and one from the criminal, illustrate this development.

63. In the civil case *Glavonjic* v. *Foster* [1979] V.R. 538, Mr Justice Gobbo had to decide whether it was *reasonable* — an objective test — for the plaintiff injured in a traffic accident to refuse surgical treatment. In his judgment he held that the plaintiff's behaviour must be assessed in the context of his specific understanding and knowledge. He said:

> It is proper in my opinion to take into account whether the plaintiff was made to understand what was the choice before him. It can hardly be said that a plaintiff unreasonably refused medical treatment if, for example, there was not available to him an adequate interpreter where that was necessary for that particular plaintiff...
>
> The final matters that may be legitimate to take into account were the plaintiff's relatively poor education, his unfamiliarity with institutions different from those of his own country, his very limited command of English...

64. Mr Justice Gobbo's approach has been approved and followed by the Full Court of the Supreme Court of Victoria, in *Karabotsos* v. *Plastex Industries Pty Ltd* [1981] V.R. 675. His sensitive appraisal of individual circumstances — encompassing national and cultural and language inheritances — will undoubtedly influence courts and judges in other Australian jurisdictions.

65. In the criminal case *Moffa* v. *The Queen* (1977) 13 A.L.R. 225, the High Court of Australia quashed the appellant's conviction for the murder of his wife, substituting a conviction for manslaughter. Moffa's defence was that he was so greatly provoked that he killed in hot-blooded response to his wife's words and actions. In reaching its decision, the High Court clearly recognised important differences that stemmed from the national and cultural origins of individual Australians. Chief Justice Barwick said [emphasis added]:

> That he was emotionally disturbed by his wife's disclosed attitude to him did not make him, in my view, other than an ordinary man; and in particular, other than an ordinary man of *his ethnic derivation*.

In the same case Mr Justice Murphy considered that the objective test 'cannot withstand critical examination'. He said [emphasis added]:

> The objective test is not suitable even for a superficially homogeneous society, and the more heterogeneous our society becomes, the more inappropriate the test is. Behaviour is influenced by age, sex, ethnic origin, climatic and other living conditions, bio-rhythms, education, occupation and, above all, individual differences. It is impossible to construct a model of a reasonable or ordinary South Australian for the purpose of assessing emotional flashpoint ... In the Northern Territory Supreme Court, Kriewaldt J refused to apply the test to a tribal aborigine and used the standard of the accused's tribe ... *The same considerations apply to cultural sub-groups such as migrants*. The objective test should not be modified by establishing different standards for different groups in society. This would result in unequal treatment. The objective test should be discarded.

66. While it is premature to conclude that the objective test will completely disappear soon, it is quite clear that judges will take account of origins and background of defendants in giving some substance to the hypothesised 'ordinary man'. The influence of the High Court of Australia, now in practice the final appellate tribunal in most cases originating in this country, is considerable.

67. The issue has also been given prominence by some of the statutory law reform bodies. The Victorian Law Reform Commissioner has supported abolishing the 'ordinary man' test for provocation, in part because of the community's ethnic composition.

> In this State where there is a considerable cultural mix and where it has been asserted, for example, that Melbourne has the largest Greek population of any city outside Athens, it would seem an insoluble problem to pinpoint the qualities or characteristics of the ordinary man when considering such a man's (or woman's) ability or propensity to lose his (or her) self control (1979, p.24).

68. Mr Justice Kirby, the Chairman of the Australian Law Reform Commission — a body that has made multiculturalism a recurring theme in a number of papers on Federal civil and criminal law — has said that the fair administration of justice requires that migrants' cultural and linguistic backgrounds be taken into account, in assessing their conduct and later evidence in court. The time is fast approaching when it is quite unsafe in Australia to judge the ordinary man by the characteristics of the 'ordinary Englishman'.

69. Both judges and law reform agencies have thus clearly put the view that the law needs to respond to the multicultural development of the Australian community. It is necessary that the sensitivity manifested at the upper reaches of the legal system about the implications of multiculturalism for Australian law be extended through the legal profession as a whole.

## The Police

70. Police play a major role as agents of the legal system in the prevention and detection of crime, and the maintenance of social order. Many people also look to them as a source of assistance in a wide range of situations beyond those narrowly defined as 'law and order'. Awareness of the nature and values of the community in which they will work is therefore as vital for the police as it is for any other service-provider.

71. The significance of the diverse ethnic communities within Australia has become an aspect of a number of police training programs. For example, the Tasmanian Police Force includes a segment on migrants within a sociology unit in its Police Studies Program. Victoria and Queensland have multicultural components in human relations courses and the Queensland Police Academy instructs trainees in the use of interpreters. New South Wales police are required to attend a course component dealing with migrant problems. In all four cases these segments are part of the core curriculum. Other States offer elective subjects for cadets. For example, in South Australia students working in areas with a Vietnamese population are encouraged to participate in a Vietnamese language and culture course that consists of 20 weekly sessions each of 2 hours duration.

72. In the Commonwealth sphere, the Australian Federal Police makes 'community awareness' lectures compulsory. The Australian Police College, which conducts courses attended by senior officers from all States, has included segments on the implications of cultural diversity for police work. These have covered issues such as the use of interpreters, and problems arising from the way different ethnic groups perceive police and police procedures.

73. With respect to community contacts, the Federal Police Force has an Ethnic Liaison Officer of Chief Inspector rank, Victoria has an Ethnic Affairs Police Committee, South Australia an Ethnic Police Liaison Committee and New South Wales a liaison officer with the Ethnic Affairs Commission.

74. Overall, as the Commissioner for Community Relations — who has advised most police training courses — has commented, 'forward strides [have] occurred in every Australian police force in sensitising police to our multicultural society' (1981, p.36). The initiatives which have been taken are welcome, but need expansion and consolidation. Notably, only one of the cadet training courses appears to have components on the use of interpreters, and many of the present course components are very short.

## Information

75. The Report recommended that newly arrived migrants should be given a basic general introduction to the legal system as part of the proposed initial settlement program.* Beyond that stage, the Report proposed that specific information should be available to migrants according to their needs and circumstances. Action to improve migrant information was called for in two areas of the legal system — legal aid and bail pamphlets.

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* 'Law' is one theme in an information course which many new migrants attend as part of the On-Arrival Education Program (see Chapter 4).

## Legal Aid

76. The Report pointed out that 'migrants were not aware of the services offered by the various legal aid schemes and legal aid services in Australia' and suggested that these parties make their existence more widely known. To facilitate advertising to achieve this end, the Report's *Recommendation 24* provided:

> The Commonwealth Legal Aid Commission should pass the results of the proposed information survey [MINS]to State departments and to the legal aid schemes and services that operate throughout Australia.

77. MINS has not been widely distributed to legal aid bodies by the Commonwealth Legal Aid Commission (CLAC) or any other Commonwealth agency. Prior to its abolition in 1981, CLAC had apparently approached DIEA to acquire copies of MINS, and was advised that distribution of the report itself was inappropriate. No subsequent action has been taken to distribute the report, or results flowing from it, to legal aid schemes and services.

78. The failure to implement *Recommendation 24* does not appear to have greatly affected the provision of information to migrants by legal aid services. As indicated earlier, because of its level of generality MINS would not have given agencies great assistance in devising specific promotional strategies*.

79. A survey of Commonwealth, State and community legal aid agencies conducted for this Evaluation indicated that most agencies have of their own initiative advertised their services in languages other than English and have done so in a variety of ways. Pamphlets, brochures and leaflets are widely employed. Ethnic and community radio is extensively used through tapes in community languages, advertisements, appearances on 'talk-back' sessions and items in news sessions. One agency has gained coverage on the news service of multicultural television. Articles have been prepared for ethnic newspapers. Speakers from legal aid services have attended meetings arranged with the help of ethnic organisations and Migrant Resource Centres to advise of facilities available and learn of needs. Personal contacts with TIS staff have been developed. Seminars and conferences have been held. Some agencies have produced information handbooks with sections in community languages. Posters in community languages have been distributed to ethnic organisations, libraries and government departments.

80. The consequences of this broad-fronted dissemination of information have been significant. About 51% of those interviewed in the Survey of Information, Needs and Use of Services (SINUS) had heard of legal aid. Knowledge was highest among people speaking Spanish, Greek, Serbian and Croatian and Italian, and lowest among those speaking Arabic and Vietnamese. The major sources of information about legal aid services were ethnic radio and friends. Nearly half of the Greek and Serbian and Croatian speakers had first learned of legal aid on ethnic radio. Friends were the most common source for those speaking Arabic (39%), Vietnamese (39%) and Spanish (33%). For recent arrivals, speaking Vietnamese and Spanish, migrant hostels also featured prominently (23%) as a first source of information.

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*See Chapter 9

81. The evidence also suggests that migrants make extensive use of legal aid services. Five community legal aid services and one State statutory body provided statistical information on client backgrounds over varying periods from 1979 to 1981. This indicated that migrants ranged from 28% to 80% of all users. SINUS found that 19% (168) of those who knew about legal aid had used the service at some time.

82. Unfortunately, the available data does not allow a comparison of migrant usage of legal aid agencies with migrant needs. One centre, for example, has advised that although it serves reasonably high numbers of migrants, it is aware of particular ethnic communities within its area who may need its services but who use it relatively little. It is presently considering how it might research whether those groups have unmet needs and, if so, how to respond.

83. Many government and community legal aid agencies are making substantial efforts to inform migrant groups of their services. Generally, the information strategies they adopt correspond closely with those strategies that the limited studies available, indicate are the most effective. The evidence suggests that these activities have had a significant impact on migrant awareness and usage.

### Information on Bail Procedures

84. The Report noted that 'bail procedures in Australia are unfamiliar to many migrants who do not speak English. Simple and short explanations and summaries are needed in the language(s) of the principal and surety to assist migrants through bail procedures' (para. 5.23).

85. Bail laws and procedures, the responsibility of the States and Territories, differ. The Commonwealth Attorney-General's Department initially explored the feasibility of producing a composite pamphlet but the diversity of bail conditions rendered this impractical.

86. The Commonwealth Attorney-General subsequently wrote to the Attorneys-General of the States and the Northern Territory, offering the Commonwealth's assistance in translating and printing appropriate leaflets — three accepted the offer. Following the Review of Commonwealth Functions, the Attorney-General suggested to the States and Northern Territory that they consider implementing the Report's proposal from their own resources.

87. The current situation is that multilingual bail leaflets are presently available in three States: Victoria (four languages, others proposed); New South Wales (six); and South Australia (five). Queensland has advised its intention of producing a pamphlet on bail procedures in the near future, and that it plans to have versions printed in community languages. Western Australia has no bail leaflets in English or other languages, but its Legal Aid Commission produces a leaflet in Greek and Serbo-Croatian entitled 'You're Under Arrest'. Tasmania is considering the preparation of a multilingual legal leaflet with some reference to bail matters.

88. The police in the Australian Capital Territory issue a basic information sheet in 13 languages covering police bail, and multilingual information on court bail will soon be published. At the time of writing, the Northern Territory was preparing an English-language bail pamphlet and advised that there were no plans for versions in other languages.

89. The evidence of a growing availability of multilingual leaflets on bail procedures is encouraging, as are the findings of the surveys undertaken for this Evaluation that material on other court and criminal law matters is also being produced by a range of statutory and voluntary legal bodies.

90. This activity should be continued, despite the Report's reservations about the effectiveness of pamphlets. In the context of a broad mixed-information strategy, printed material does have an important place. Leaflets are more likely to be available in a multiplicity of places where they are relevant (eg. police stations) than are alternative information sources such as bilingual officers or multilingual audio- visual cassettes. Perhaps more importantly, leaflets may assist intermediaries in welfare and other agencies from whom help is sought, to provide appropriate, reliable assistance.

91. It is desirable that each State and Territory progress towards providing leaflets on all key legal areas in the relevant community languages. The resources required are modest. The benefits for non-English-speaking members of the community and the general operation of the legal system are considerable.

## Discriminatory Legislation

92. Of fundamental importance to a legal system which values equality of treatment, is the amendment of legislation which discriminates unwarrantedly between migrants on the basis of their national origins. The Report focused its attention on voting rights. This Evaluation also examines other discriminatory legislation, most importantly with respect to Commonwealth employment, and the invidious statutory distinction between 'immigrants' and 'aliens'.

### The Right To Vote

93. The Report observed that migrants had unequal eligibility to vote in federal elections. Whereas migrants who are British subjects are eligible to vote after 6 months' residence in Australia, without becoming Australian citizens, other migrants cannot vote unless they become citizens by naturalisation, a process requiring a minimum of three years' residence. Accordingly, the Report's *Recommendation 34* provided that these

> anomalies ... be resolved and that all migrants be placed on equal footing in their voting rights.

94. In November 1981, the Commonwealth Parliament amended the *Commonwealth Electoral Act 1918* to provide that from the date the amendments come into effect only Australian citizens will be eligible to enrol as voters for federal elections. British subjects who are not Australian citizens, but whose names are entered on the Commonwealth Electoral Roll prior to the proclamation date, will not be disenfranchised. No date has yet been announced for the proclamation of the new legislation.

95. Proclamation of the amendments may not, however, automatically remove the anomalies. All States except Western Australia presently permit British subjects to vote without becoming Australian citizens and some legal opinion holds that s.41 of the Constitution permits all those eligible to vote in State elections to enrol to vote at federal elections, regardless of Commonwealth legislation. If this interpretation is correct, only complementary legislation by the States would ensure that anomalies do not persist.

96. The States and the Commonwealth have agreed in principle to adopt uniform practices. It was hoped that Commonwealth and State amendments would come into effect on 1 July 1982, but delays have occurred in amending State legislation.

97. Action to remove the anomalies the Report identified has been initiated. The Commonwealth has appropriately amended the *Commonwealth Electoral Act*. All governments have agreed that the adult franchise should be based on the holding of Australian citizenship. It is recommended that:

> *The Commonwealth should announce that amendments to the Commonwealth Electoral Act will be proclaimed on Australia Day 1983.*

This should allow the States adequate time to carry their commitment in principle into legislative action and permit a uniform Australia-wide commencement date.

### Commonwealth Employment

98. The *Commonwealth Public Service Act*, and a large number of the Acts governing other Commonwealth employing authorities, specify that a person shall not be eligible for appointment to the authority in question unless he is a British subject. Thus, while migrants who are British subjects are immediately eligible for employment as permanent officers, other migrants have to wait until they become Australian citizens by naturalisation which has a minimum of three years' residence as a prerequisite. While the reasons behind this obviously discriminatory policy may have been regarded as acceptable in the past, the development of an Australian society based upon equal treatment of migrants makes such a policy clearly unacceptable today. Accordingly, it is recommended that:

> *Action should be taken to amend all Acts covering Commonwealth employment which have a nationality requirement so that Australian citizenship is the only requirement for eligibility.*

99. With respect to some Commonwealth authorities it may be an issue for consideration whether Australian citizenship should itself be a prerequisite. Nonetheless, the removal of the general anomaly has been under consideration for some years with little result. Rather than delay the process further while making case by case decisions on particular authorities, a general amendment of Acts is desirable.

100. The Evaluation notes that similar discriminatory legislation on admission to State public service employment exists in Tasmania, South Australia and Victoria, where the legislation was passed as recently as 1974.

### Immigrants and Aliens

101. Significant discrimination exists in terms of the classification as 'immigrants' of migrants who are British subjects and Irish citizens, while migrants from other countries are classified as 'aliens'. Migrants classified as 'aliens' are subject to a wide range of disabilities which do not apply to 'immigrants'. They are required to register, they must notify the authorities if they marry in Australia, and there are restrictions on the circumstances under which they can change their names (*Aliens Act*, 1947). They are liable to be deported in a wider range of circumstances than 'immigrants' and unlike 'immigrants' whose liability for deportation lapses after five years' residence in Australia, migrants classified as aliens are liable to deportation regardless of their length of residence (*Migration Act 1958-81* ss. 5, 12, 13, 14).

102. This discrimination is inconsistent with the commitment to treating all migrants equally. It is therefore recommended that:

> *Commonwealth Acts discriminating between 'immigrants' and 'aliens' should be amended so that all migrants to Australia are accorded equal rights.*

### Other Discriminatory Legislation

103. A number of other Acts scattered through the body of Commonwealth legislation contain provisions which unwarrantedly discriminate between migrants from different countries. Accordingly, it is recommended that:

> *The Attorney-General's Department should prepare a report within six months for the Government on all Commonwealth legislation involving such discrimination, and a schedule of amendments necessary to remedy the situation.*

## Other Civil Rights

104. The Report found that in several other areas of important civil rights, lack of information, knowledge of their rights and the confusing number of agencies impeded migrants' access to services.

### Electoral Information

105. The Report cited complaints that some migrants were denied voting rights at the 1977 federal elections, and added that the Acting Chief Electoral Officer had advised remedial action was already under way (para.7.8).

106. Over the past few years, the Australian Electoral Office (AEO) has actively disseminated information about electoral matters and voting rights in community languages. Advertisements in major community languages have been widely placed in the ethnic press prior to elections, by-elections and referenda, covering information about enrolment and postal, absentee and formal voting. For by-elections, these have concentrated on the major languages spoken in a Division. To support newspaper advertising, ethnic radio stations have been used for advertisements and announcements in up to 29 languages. Enrolment advertising in community languages began on television Channel O/28 in October, 1981.

107. Bilingual information leaflets have been distributed to ethnic clubs and organisations, government offices and banks and at polling booths. Posters on voting rights and ballot paper marking have been displayed in electoral and immigration offices and polling booths. Some bilingual or multilingual polling clerks have been employed, and special instructions on assisting non-literate voters have been issued to presiding officers.

108. In addition, over the past three years the AEO has conducted a brochure-based campaign to inform non-English-speaking people of their electoral rights and responsibilities. Nine community languages are used. Early action on extending the language range is highly desirable.

109. Action at State and local level is less impressive. Only one State has produced community language information on pre-requisites for enrolment as a voter. Three State Electoral Offices have produced community language material on the mechanics of voting, principally for use in polling booths on polling day. Two reported producing material for ethnic radio; one noted the availability

of staff able to give multilingual advice on electoral matters. The other three States have not produced or distributed any community language material on electoral matters.

110. The paucity of information is particularly important in Queensland and Western Australia. In the rest of Australia, it is normally necessary to fill in only one claim card to get on both the Commonwealth and the State rolls, but in these two States it is necessary to fill out separate claim cards.

111. The differing franchises operating for local government elections make it important that at this level information about voting entitlement should be readily available. A survey, undertaken for this Evaluation, of local governments serving areas with large ethnic populations found a very unsatisfactory situation. Only 7 of the 24 responding municipal councils have distributed any multilingual information on electoral matters. In 12 municipalities, council staff are able to answer queries in at least two community languages. Eight of these councils reported moderate or heavy demand for their services.

112. In the Commonwealth sphere, the activities of the AEO in providing community language information over the past 5 years are most praiseworthy. This Office has taken systematic action to inform ethnic communities of their electoral rights and responsibilities and has developed widespread contacts with ethnic groups. By contrast, State and local governments with clear responsibilities for electoral information in their respective spheres, have in most cases a considerable distance to travel before they can be said to adequately serve ethnic communities on this issue. The activities of the Australian Electoral Office provide a model of how to improve this situation.

## The Ombudsman

113. The Report noted that 'the number of migrants who use the Commonwealth Ombudsman is disproportionately small considering their numbers in the community, yet we heard that migrants often suffer particular disadvantage in dealing with government departments' (para.5.24). Accordingly, the Report's *Recommendation 23* provided:

> The Commonwealth Ombudsman should ensure that multilingual information about his role is widely available to migrants and ethnic communities.

114. The Commonwealth Ombudsman has subsequently used various methods to promote awareness of his office among non-English-speaking migrants. Information has been distributed to ethnic newspapers and radio stations. A pamphlet on the Ombudsman was published in 22 languages at a cost of about $10,000, funded by the Ombudsman's office. The text was used in announcements over 2EA and 3EA. A cassette of short announcements has been provided to ethnic radio stations in all cities. Information has also been included in On-Arrival Education courses. Advertising in the ethnic press has not been conducted. The Ombudsman's State offices report developing contacts with migrant organisations, responding to their requests for information, and arranging for the distribution of pamphlets by ethnic organisations. This approach is to be continued during 1981/82. The pamphlet is to be reprinted and redistributed; the Ombudsman's representatives are to maintain their current contacts with migrant organisations and develop new ones; and the use of ethnic radio and multicultural television is to be 'further considered'.

115. State Ombudsmen, by contrast, have generally done little to publicise their services in languages other than English. Only one has produced multilingual pamphlets and limited use has been made of ethnic radio. One Ombudsman reported placing advertisements in the ethnic press and only two reported attempts to establish contacts with ethnic organisations.

116. Assessment of the effectiveness of these activities in increasing knowledge or usage of the Ombudsman is not possible. There is no data about migrants' level of knowledge at the time of the Report and the Ombudsman advises that statistics of migrant usage are not collected because it is considered to be unacceptable to ask clients whether they are migrants.

117. SINUS found that both knowledge and usage are very low. An overwhelming majority (85%) of the 1,764 respondents had not heard of the Ombudsman. Of the 13% (229) of the respondents reporting that they knew of the Office, only 25 knew that the function was to help people who had problems with government departments. One person had used the Commonwealth Ombudsman, and six persons had used the State Ombudsmen. Of those who had heard of the Ombudsman, the major sources of information were ethnic radio (37%) and friends (22%); the former was particularly important for those of Greek origin, half of whom first acquired their knowledge from 3EA or 2EA.

118. The Commonwealth Ombudsman has taken a number of welcome initiatives to extend knowledge of his office among non-English-speakers, but their impact has been rather limited. The Evaluation considers that attention is required with respect to the type of information provided and the monitoring of usage.

119. **The type of information provided in community languages** A major basis of the Ombudsman's information program for non-English-speakers has been the pamphlet preparated in 1979. Unfortunately, this pamphlet differs from the English-language version in ways appearing to limit the Ombudsman's accessibility to people who are not fluent in English.

120. Unlike the English-language pamphlet, those in community languages do not advise that people may informally telephone or call into the Ombudsman's office, but simply say 'put your complaint in writing'. Nor do they advise that written submissions can be made in languages other than English. These are substantial shortcomings. If people expect considerable communication difficulties in contacting a service, they will be deterred from using it.

121. The community language leaflets are also unsatisfactory in their advice that before contacting the Ombudsman people should 'try to work out a fair and reasonable solution with the department or authority', and that they should 'try hard'. This presents a more onerous precondition for assistance than does the English-language leaflet, which asks people to 'first try to solve your problem by talking or writing to the department or authority concerned. Explain your point of view clearly and ask the department to think again about the action or decision you don't agree with ... If you are not satisfied with the department's response, then get in touch with the Ombudsman.'

122. **Monitoring** Personal helping agencies such as legal centres establish their clients' ethnic background, albeit often in an unsystematic fashion, with no apparent problems as to sensitivity or privacy. Their experience suggests that the Ombudsman should be able to devise acceptable procedures to monitor how

effectively the service is reaching all sections of the Australian community. Accordingly, it is recommended that:

> *In 1982/83, the Ombudsman's publicity program should make its major priority the dissemination in community languages of appropriate information about the office through ethnic radio, multicultural television and the ethnic press, emphasising that interpreting and translating facilities are available for non-English-speaking people. Migrant usage should be monitored to determine the effectiveness with which the Ombudsman's publicity reaches migrant members of the community.*

## Consumer Protection

123. The Report noted that 'information intended to protect consumers is not reaching many migrants, particularly those who do not speak English' (para.5.22). While consumer protection and education were seen as primarily State responsibilities, it suggested that the Commonwealth Department of Business and Consumer Affairs (BACA) could assist State efforts by 'ensuring that the [MINS] takes special note of migrant consumer protection needs' and forwarding the results to the appropriate State bodies. The Department prepared a series of questions on migrant consumer matters but these were not included in the MINS questionnaire.

124. A survey of consumer information activities undertaken for this Evaluation found that each State and Territory has taken some action, but only two States systematically use a number of means of disseminating consumer information to ethnic communities, and have undertaken research on migrant consumer needs. Only two States have officers with a specific migrant consumer education brief, and only one State reports that it monitors migrants' use of the service in an on-going manner.

125. Three States produce leaflets or booklets in languages other than English and one has plans to do so. None reported advertising in the ethnic press, but in one State ethnic newspapers had reprinted excerpts from booklets in their own languages. BACA has also produced a pamphlet on child safety in 18 languages.

126. Two State agencies have established regular contact with ethnic radio programmers. Two others provided local stations with information on an irregular basis. The New South Wales service assisted in preparing short announcements in seven languages that were shown on Channel O/28, and reports that subsequently migrant use of the service considerably increased, and fell away when the announcements ceased. One State plans multilingual versions of a consumer protection film currently being produced; one Territory has placed multilingual posters on public buses.

127. Two States have sent speakers to migrant English classes, and two have assisted in preparing materials for use by the local Adult Migrant Education Service. BACA has provided information for the On-Arrival Education Program. While most services advise of personal contacts with ethnic communities, such as sending speakers to meetings, this generally occurs in response to requests rather than as part of an on-going program.

128. Few of the responsible authorities appear to give a high priority to advising migrants about consumer protection services. Occasionally, they seem to have little understanding of the issues involved. One agency advised that it had a lot of contact with migrants and that, when a migrant did not speak English well, officers 'get the message across by talking very slowly and using a lot of patience'.

129. Several agencies commented that they were constrained by financial problems from greater involvement in migrant consumer protection activities. As a number of very small legal advice agencies have shown, much effective work can be done even within the limits of tight budgets.

## The Proliferation of Anti-Discrimination Machinery

130. The Report noted 'the proliferation of anti-discriminatory machinery in Australia ... [causes] confusion and are in our view unnecessarily numerous. The Human Rights Commission Bill 1977 proposes the establishment of a Human Rights Commission which we believe should assume responsibility for administering the *Racial Discrimination Act*. We see much merit in the Human Rights Commission subsuming all the various processes of discriminatory machinery presently in operation, so as to achieve equality and uniformity throughout Australia' (para. 7.6).

131. The *Human Rights Commission Act* was passed in 1981, and the *Racial Discrimination Act* 1975 is now administered by the Commission and it is intended that the ACT Sex Discrimination Ordinance should be administered by the Commission. There have also been discussions aimed at ensuring that there is no conflict between the Employment Discrimination Committee and the Commission.

132. State anti-discrimination machinery has not been subsumed by the Commission and it appears unlikely that the hopes expressed by the Report will be realised in the near future. The Commission and State agencies are, however, consulting with a view to ensuring consistency in approach. In addition, attempts are being made to achieve single access points in each State for the handling of complaints whether they relate to Commonwealth or State responsibilities.

133. At this stage it is too early for any assessment to be made of the success of these efforts. The Report's proposal appears to have been unduly optimistic. The strategies currently being pursued appear to be more realistic, but their effectiveness should be carefully monitored by the Human Rights Commission.

# CHAPTER 13 Broadcasting and The Arts

*Radio. Expansion of services. Audience survey. Organisational developments. Programming objectives. News and information. English-language teaching. Multiculturalism. Community involvement and responsiveness. Public Broadcasting Stations. Ethnic Broadcasting and the Australian Broadcasting Commission. Multicultural television. Surveys of audience levels. Program content and type. Language coverage. Assisting migrant settlement. Information. English-language teaching. Promotion of tolerance and multicultural awareness. Programming for special needs. Improvements and extensions to the service. Arts and culture. Libraries. Cultural agreements. Australia Council.*

1. The Report's approach to the ethnic media and the ethnic arts exemplified its overall approach. It examined the issues involved in each area not merely from the perspective of migrants, but also from that of the broader Australian community. From this vantage point it saw that what was important to migrants would also be of value to the community at large.

2. With respect to ethnic cultures, a link was quite explicitly established in one of the Report's guiding principles — that every person should be able to maintain his or her culture and be encouraged to understand other cultures. The Report recognised that cultural maintenance was not something desired by migrants for its own sake, but vital to their social welfare, particularly as expressed in parent-child relations. The right to maintain cultural identity was, it said, 'in the best interests of our nation . . . Provided that ethnic identity is not stressed at the expense of society at large, but is interwoven into the fabric of our nationhood by the process of multicultural interaction, then the community as a whole will benefit substantially and its democratic nature will be reinforced' (para.9.6).

3. The Report believed that the efforts of ethnic groups to preserve and foster their cultures should be encouraged and assisted, and suggested ways of extending this support. Looking specifically at the Australia Council, it considered that the funding of ethnic arts by that body was 'insufficient considering the important contribution which ethnic traditions have to make to the artistic life of Australia' (para.9.24), and recommended a more equitable allocation of the Council's budget.

4. In the area of broadcasting, the Report clearly recognised the vital role which the media could play in assisting 'the settlement of migrants and the development of multiculturalism'. At that time, the general media had shown little responsiveness to the social and cultural diversity of the Australian population, nor served the needs of those not fluent in English. The Report therefore proposed a major extension of ethnic radio services, and the means by which an ethnic television service should be established.

## Radio

5. At the time of the Report, ethnic radio was in its formative stage. In 1975 Radio Ethnic Australia had begun broadcasting for an experimental period; and in 1977 2EA Sydney and 3EA Melbourne were put on a permanent basis to be administered by a separate statutory authority, the Special Broadcasting Service (SBS), which commenced operations on 1 January, 1978. Outside Melbourne and Sydney, a small number of public and commercial broadcasters provided regular programs in languages other than English, often with very restricted hours and language coverage. Major centres of migrant concentration such as Brisbane, Darwin, Newcastle, Wollongong and Whyaila had no regular ethnic radio programs.

6. The Report found great support and demand for ethnic radio services throughout Australia. Listener surveys showed large audiences for 2EA/3EA broadcasts. In a number of places ethnic communities were attempting to establish ethnic radio programs and increase their inclusion on other radio stations.

7. The Report considered the extension of ethnic radio a high priority because of 'the enthusiasm shown for the existing Sydney and Melbourne stations and the importance of an effective channel of communication, particularly for the non-English speaking migrant, in providing entertainment, news and information, and helping in settlement' (para.10.5). Accordingly, *Recommendation 51* provided that:

> The extension of ethnic radio should be phased over the next three years to cover all capital cities and provincial centres with large numbers of migrants. The Sydney and Melbourne services should also be upgraded to provide wider coverage in these centres.

8. The extension was estimated to cost $4.23m over 3 years and was to be phased enabling SBS to explore the possibility of making programs available to other ethnic broadcasters who were providing a limited service in some centres — a means of quickly increasing coverage in places where ethnic stations were not practicable.

9. The Report considered that ethnic communities and individual migrants must be able to participate in the development and operation of ethnic radio. The National Ethnic Broadcasting Advisory Council (NEBAC) and State Ethnic Broadcasting Advisory Committees (SEBACs) were seen as the most suitable means of providing this opportunity and *Recommendation 52* provided that:

> The Government should provide NEBAC with specific funds to survey the views of a wide cross-section of migrants on their expectations and requirements from ethnic radio.

10. The survey was to run over a 3-year period at a cost of about $130,000. Its findings were to form part of the basis for advice given by the advisory bodies to SBS, and complement the information gathered from general consultations.

## Implementation

### Expansion of Services

11. Planning for the upgrading and relay of existing SBS radio services was set in train in late 1978 and by August 1979 translator stations in Newcastle and

Wollongong began relaying programs from 2EA. In early 1980, new 5kW transmitters went into service in Sydney and Melbourne improving reception and extending effective coverage beyond the metropolitan area.

12. Beyond these four centres, the extension of ethnic radio services was undertaken by an alternative arrangement to that proposed by the Report. At that time public broadcasting stations were being actively developed and many proposed to broadcast ethnic programs. The Commonwealth Government accepted that, in the short term, rather than establishing a network of new stations it was more appropriate and cost-effective to meet the Report's intention by SBS subsidising public broadcasting stations to provide ethnic radio services. In the long term, the development of ethnic radio services was to be the subject of consideration by Government.

13. By the end of the three-year implementation period, regular ethnic radio programs had been extended to all major cities and regional centres identified as being of high priority. As at March 1982, 3EA broadcast to the Melbourne metropolitan area and Geelong in 47 languages for 126 hours per week; and 2EA to the Sydney metropolitan area, and on relay to Wollongong and Newcastle, in 52 languages for 126 hours per week. Other centres received approximately 320 hours of ethnic programs a week through 20 public broadcasting stations in 62 languages and about 22 hours per week through commercial stations in 11 languages (see Table 13.1).

14. The broadcasting of ethnic programs on commercial stations has decreased slightly over the past few years. Since 1978, negotiations have been conducted through the Federation of Australian Radio Broadcasters to enable commercial broadcasters to put SBS programs to air. No agreement has been reached. However, SBS has recently reached agreement to supply a network of rural Victorian commercial broadcasters with English-language news copy.

**Table 13.1**: Development of Ethnic Radio Programs

| | *March 1978* | *March 1982* |
|---|---|---|
| *Number of Stations* | | |
| Commercial | 11 | 18 |
| Public | 8 | 20 |
| SBS (2EA/3EA) | 2 | 2 |
| Total | 21 | 40 |
| *Number of Hours per Week** | | |
| Commercial | 25 | 22 |
| Public | 93 | 320 |
| SBS (2EA/3EA) | 229 | 252 |
| Total | 347 | 594 |
| *Number of Languages* | | |
| Commercial | 7 | 11 |
| Public | 30 | 67 |
| SBS (2EA/3EA) | 50 | 62 |

Source: Figures for 1978 are based on the Report and a survey of stations by the Evaluation; 1982 figures are based on the Evaluation survey.

* Hours per week calculated on the basis of regular programs, excluding those directed primarily to Aboriginal communities.

### Audience Survey

15. Implementation of *Recommendation 52* of the Report was varied because NEBAC lacked the necessary administrative support to survey community views. Instead, in 1978 SBS commissioned the commercial firm McNair Anderson to survey migrant communities in Sydney, Melbourne, Adelaide and Perth. Among the findings were that ethnic radio stations enjoyed higher levels of listenership among non-English-speaking audiences than other radio stations; there was significant cross-language listening by some groups; music was the most popular aspect of programs followed by news and sport; there was a strong demand for more information about social welfare and the news most clearly wanted was that from the country of origin.

### Organisational Developments

16. In July 1979, the Government decided that the Minister for Immigration and Ethnic Affairs and the Minister for Post and Telecommunications (now Communications) should make a submission on options for the long term development of ethnic radio services. Preparation of this submission was deferred following the Second Report of the Ethnic Television Review Panel (ETRP) in December 1979, which recommended the establishment of a new body to administer multicultural television.

17. The Second ETRP Report advised the Government that 'the existing structure is no longer appropriate to handle the further development of multicultural broadcasting, and the time has come for rationalisation and consolidation' (1979, para. 37). It recommended that NEBAC, SEBACs and SBS be replaced by a statutory authority, the Independent and Multicultural Broadcasting Corporation (IMBC). The IMBC did not eventuate, and in June 1981 the Minister for Communications announced a new SBS board and proposed the establishment of a new Advisory Council to replace NEBAC and SEBACs which were dissolved.

18. Late in 1981, the Minister announced the establishment of a working party to examine the long term development of ethnic radio. Its terms of reference include preparation of a discussion paper for public release on the short and long term options for the development and extension of ethnic radio services. On this basis the working party is to prepare a report for initial consideration by the Ministers for Communications, and Immigration and Ethnic Affairs, and later by Government.

### Programming Objectives

19. The extent to which ethnic radio has fulfilled the role envisaged by the Report — to facilitate easier settlement and the development of multiculturalism — is examined on the basis of fundamental programming goals contained within SBS objectives. These goals include assisting non-English-speaking migrants to settle by providing information and advice on rights and obligations to settlement in Australia; providing entertainment, news and information in their own languages; encouraging and facilitating the learning and use of English; assisting migrant communities to maintain their cultures and languages and pass them on to their descendants and other Australians; and assisting the development of a multicultural society in Australia by promoting mutual understanding and harmony between groups.

20. Public broadcasting stations receiving subsidies from SBS are required to make these objectives known to their ethnic broadcasters so that they may have regard to them in their broadcasting activities.

21. The activities of ethnic broadcasting services reflect these objectives to varying extents, and the preferences and needs of communities as shown by a number of surveys. By providing programs in community languages, radio does much to alleviate a sense of isolation felt by many migrants; to assist the maintenance of community languages and cultural traditions for children of migrants; and to help bridge the 'cultural gap' which can exist between parents and their Australian-born or educated children.

22. A content analysis of 2EA and 3EA programs carried out for the Evaluation in February 1982 found that all programs broadcast music (current or traditional); about 75% of programs carried news and current affairs, including a substantial amount of community news; and 12% of 2EA and 18% of 3EA programs included sport. Program content on public stations varied considerably depending on the skills and resources of volunteer broadcasters, but in general was similar in variety to those presented on 2EA/3EA.

### News and Information

23. High rates of listenership mean that ethnic radio can be an effective source of news, information and advice. The Evaluation's Survey of Information, Needs and Use of Services (SINUS) found that stations 2EA/3EA were the most important source of information about such services as the Telephone Interpreter Service, Ombudsmen, family counsellors at the Family Courts, legal aid, and ethnic agencies. In addition, ethnic radio was second only to friends as the most common source of information about Migrant Resource Centres, migrant advisory services at certain banks, and Department of Immigration and Ethnic Affairs welfare services.

24. Commonwealth and State government departments and authorities are becoming increasingly aware of the usefulness of ethnic radio for the dissemination of information about services and related issues. The analysis of 2EA/3EA programs found that each station had broadcast community service announcements in forty languages, on topics ranging from taxation returns and social security benefits, to Life-Be-In-It campaign news, and fire and road safety information. Virtually all community service announcements were in the language of the program, rather than in English.

25. In 1981, SBS produced and distributed a guide on the use of ethnic radio and multicultural television to assist information and public relations staff in Commonwealth, New South Wales and Victorian government departments and agencies.

26. A survey for the Evaluation of public broadcasting stations indicated that most provide information in both English and community languages about services and programs for migrants and are keen to broadcast more such information if it were available.

27. Both 2EA/3EA and public broadcasting stations present interviews and discussions on migrant issues which also provide information and advice on social welfare and citizens' rights, and assist understanding of Australian institutions.

### English Teaching

28. Although the 1978 McNair Anderson survey indicated that many listeners wanted English-teaching programs, limited use has been made of ethnic radio to teach English. Since 1978, 2EA/3EA have broadcast 15 series relevant to speakers of eight community languages. Thirteen of the series were produced by the BBC, one by the Department of Immigration and Ethnic Affairs (DIEA) and one was a locally adapted series from the USA. There are no future plans for the production of another Australian-made series. Several public broadcasting stations have also included English-language teaching programs, in addition to some programs designed to teach community languages.

29. In terms of facilitating easier settlement, levels of listenership and responses drawn from a range of surveys indicate that the potential of ethnic radio has to a substantial degree been met. Surveys conducted for SBS by McNair Anderson (1978) and Martyn Research (1980) indicated consistently higher levels of listenership for 2EA/3EA among non-English-speaking audiences than for any other station, although levels varied from group to group. SINUS revealed that 88% of those from non-English-speaking backgrounds listened to 2EA/3EA. There was a large following of the stations by all six language groups surveyed, especially among Greeks (94%) and Spanish (92%), and slightly less among Vietnamese (82%) and Italian (79%) groups. A large number of respondents (36%) listened to 2EA/3EA nearly every day; 19% listened to it twice a week; and 14% listened to it about once a week.

### Multiculturalism

30. In terms of promoting the development of a more harmonious multicultural society, radio can go beyond the needs of individual groups, enabling all Australians to acquire an appreciation and understanding of the music, culture and traditions of fellow Australians. While it is not clear how far this objective is taken into account at the individual program level — and in comparison with television, radio's inherent capacity is limited — surveys have indicated that quite a number of people listen to programs of other languages. Cross-cultural understanding is promoted by the existence of ethnic broadcasting, as many members of the community are multilingual, or can at least enjoy the extensive music presented. In addition, the SBS, public and commercial stations broadcast a small number of programs which aim to attract an audience of all backgrounds, such as programs of music from around the world, and discussions of issues of importance to migrants and ethnic groups in general.

### Community Involvement and Responsiveness

31. The Report gave considerable emphasis to community participation in the development and operation of ethnic radio. Submissions to the Evaluation and consultations conducted by the Institute indicate a strong demand for more community consultation and involvement in programming. Further, concern was expressed that some 2EA/3EA language co-ordinators favour particular groups or organisations and that coverage of local community activities in some programs is restricted. While responsibility for individual 2EA/3EA program content is vested in the 'language co-ordinator', no overall mechanism exists to monitor program content and standards and to ensure that programming is responsive to the changing community needs and interests. NEBAC and SEBACs

were originally seen as fulfilling these tasks. However, the ETRP in its Second Report identified difficulties which had arisen in the undertaking of these responsibilities, noting for example, problems which arose over the dual role played by some members of SEBACs who were themselves broadcasters.

32. Following the dissolution of NEBAC and SEBACs, SBS has looked to the establishment of alternative arrangements. In October 1981, it approved a proposal to set up program review groups drawn from listeners, who would regularly participate in informal discussions with co-ordinators, broadcasters and station management. Panels are now operating in Melbourne, and SBS advises that they will shortly be set up in Sydney.

33. In the course of consultations and in a number of submissions to this Evaluation, concern was also expressed that the needs of smaller groups should not be overlooked in the allocation and scheduling of programs. In 1979, 2EA and 3EA programs were rescheduled on the basis of the size and social needs of each language group, each group being offered a minimum of one hour in prime time each week if it could sustain a program of that duration. SBS is shortly to undertake a further rescheduling of programs, a difficult and sensitive exercise in view of the growing demands for air time from both established and new groups.

### Public Broadcasting Stations

34. In the period since the Report, the role of public broadcasting stations in ethnic radio services has increased substantially in terms of the number of stations involved, their hours, and the languages covered. By its nature, public broadcasting is cost-effective and reflective of the needs and aspirations of its audience — often incorporating representative and consultative mechanisms. In several areas, links have also developed with SBS:

- financial — since July 1978, SBS has been responsible for paying subsidies to public broadcasting stations for the production and presentation of ethnic radio programs; thirteen stations currently receive subsidies for production and broadcast activities, and in addition one group is subsidised for producing programs broadcast on a commercial station
- consultative — an SBS/Public Broadcasting Association of Australia (PBAA) Liaison Committee, formed in November 1978, meets regularly to exchange views and discuss a range of matters; both bodies are represented on the Working Party on Ethnic Radio
- program material — SBS provides news copy and other program resource material to public radio stations broadcasting ethnic programs.

35. In terms of Commonwealth expenditure, the cost-effectiveness of subsidising public radio stations is clearly shown by Table 13.2 — the cost per hour of broadcasting by 2EA/3EA is over five times the level of subsidy per hour paid to public radio stations.

36. While the long-term role of public radio stations in this area is a matter to be examined in depth by the Working Party on Ethnic Radio, it seems clear that over the next few years the broadcasting of ethnic radio programs in centres outside those currently served by SBS will be provided mainly by public broadcasting stations. To maintain and improve their effectiveness in this role assistance is needed in two key areas — funding and training.

37. **Funding** Continuity of funding and an adequate rate of subsidy are essential for stations to plan on a secure basis. In 1981, the SBS/PBAA Liaison

**Table 13.2:** Comparison of Operating Costs of 2EA/3EA and Public Broadcasting Subsidy Scheme

| | | *1979/80* | | *1980/81* |
|---|---|---|---|---|
| | *2EA/3EA* | *Public Broadcasters* | *2EA/3EA* | *Public Broadcasters* |
| Average No. of hours per week | 126(each) | 105 | 126(each) | 203 |
| Number of languages | 41-47 | 26 | 42-48 | 42 |
| Operating Costs/ Subsidy Scheme | $2.203m | $0.202m | $2.702m | $0.398m |
| Average cost per hour | $168 | $37 | $206 | $38 |

Source: SBS

Committee agreed to a rate using a sliding scale covering a three- year period. The basis and rates of subsidy were, however, subsequently revised and accordingly the current arrangements appear to be financially inadequate, particularly for stations located in centres of significant migrant concentrations.

38. **Training** Standards of production and presentation of programs were identified as an area of concern by submissions to the Evaluation and in consultations held by the Institute. Access to professional advice and training programs, similar to those currently being organised for 2EA broadcasters by SBS in conjunction with TAFE (NSW) could assist in the improvement of standards.

### Ethnic Broadcasting and the ABC

39. In May 1981, the Report by the Committee of Review of the Australian Broadcasting Commission (the Dix Report) strongly criticised the continuing failure of the ABC to reflect the multicultural reality of Australian society in its programming, organisation and staffing. These findings of the Dix Report are of equal validity today. Apart from broadcasts in Aboriginal languages from Alice Springs, the ABC still broadcasts no programs in languages other than English to Australian listeners.

40. The response of the Dix Report to this situation is consistent with the approach of the Report — that it was incumbent upon the ABC to provide a service for *all* Australians. The Evaluation considers that there is an important role for the ABC to play in ethnic programming, particularly in areas which are not served, or inadequately served, by the SBS and public broadcasting stations.

## Conclusions and Recommendations

41. The Evaluation has found that audience enthusiasm for programs broadcast by 2EA/3EA remains strong, and that their services are to a large extent meeting the important needs identified by the Report. Public broadcasting stations have proven a viable and cost-effective means of extending regular ethnic radio services to other areas. Several issues have however been noted where action is warranted to enhance these services and their responsiveness to community needs and interests.

### Special Broadcasting Service

42. A major priority for SBS will be the development of effective means of community consultation. It is to be hoped the program review groups will significantly assist in this regard. A further matter of major importance and sensitivity is the need to reschedule and reallocate programs on a regular basis. The Evaluation considers that it would be desirable for the proposed Advisory Council to review both the arrangements for community consultation on programming and procedures for scheduling and allocation of programs.

43. The lack of Australian-produced programs to teach English is a matter of concern. There should be considerable scope to develop programs to complement courses conducted under the Adult Migrant Education Program.

### Public Broadcasting Services

44. Public broadcasting has been successful in providing ethnic radio services to a very large proportion of Australia's migrant and ethnic communities. To ensure its viability and quality it is recommended that:

> *In 1982/83, the amount of funding for subsidies to public broadcasting services should be increased to $650,000.*

This should permit the real level of subsidy to be the same as in 1980/81. Further, it is recommended that:

> *Over the next three years $90,000 should be made available to public broadcasting stations to pay for the conduct of training courses for people involved in the production and presentation of ethnic programs. Guidelines for courses and the allocation of funds should be prepared by the Special Broadcasting Service/Public Broadcasting Association of Australia Liaison Committee.*

## Television

45. In 1977, the Commonwealth government indicated its commitment to establish ethnic television. The Report endorsed that commitment and contributed to the direction it was to take. It emphasised that to meet the objectives of assisting migrant settlement and developing multiculturalism, the new service should program for specific ethnic groups and also aim to attract a multilingual audience.

46. The Report envisaged a three-year development period to enable programming and technical issues to be resolved and allow for widespread consultations. To 'provide a focus for public consideration ... experience with various styles of programming and encourage public comment' (para.10.12), the Report proposed that a pilot service be established and *Recommendation 53* provided that:

> A small task force should be authorised to proceed with the establishment of a pilot ethnic television station drawing on existing technical resources which would be in operation within twelve months.

To provide a basis for decisions on a permanent service, *Recommendation 54* provided that:

> NEBAC, consulting the Department of Post and Telecommunications on technical issues as appropriate, should undertake public consultations on the basis of the pilot station to find out what migrants and the community in general think about the format, content and administration of ethnic television.

47. In spite of reservations about its inexperience in the area, the Report saw SBS as the appropriate body to operate the service. The Report indicated that sums in the order of $600,000 for capital expenditure and $4.3m annual operating costs would be involved and that a full-scale station could cost as much as $20m. These figures were not inclusive of any revenue from possible future commercial involvement in the channel.

## Implementation

48. In 1978/79, $1.1m was appropriated for the pilot service and the public consultations. SBS was authorised to conduct the pilot service and prepare a public discussion paper with NEBAC. Transmission of a 13-week pilot series using ABC facilities in Sydney and Melbourne began in April 1979 on Sunday mornings from 8-11am. A second series began in February 1980. The first series received widespread criticism, although most ethnic groups were reasonably pleased with the programs shown in their own language (Tavistock 1979). Audience response to the second series was much more positive (Inview 1980).

49. In accordance with the thrust of *Recommendation 54*, but **not its** specifics, the Commonwealth Government established the Ethnic Television Review Panel (ETRP) to conduct public consultations and advise it on options for a permanent service. The ETRP submitted three reports to the Government, the first in July 1979, the second in December 1979 and the third in January 1980.

50. The First ETRP Report, based on extensive public consultations, resulted in the ETRP terms of reference and timeframe being extended.

51. The Second ETRP Report, *Structure and Funding of the Interim Multicultural/ Multilingual Television Service*, concluded that 'Australia can become a world leader in the use of radio and television to assist in the integration of migrants, aid in the preservation of their language and culture and promote understanding and tolerance ... by responding to the media needs of our ethnic communities and making it a fundamental tenet that multicultural television must be accessible to the whole community'.

52. Having examined various options, including the ABC, the ETRP recommended that an Independent and Multicultural Broadcasting Corporation (IMBC) be established to replace SBS, NEBAC and SEBACs. The broadcasting objectives the ETRP set for the IMBC were:

- to assist Australian residents from all ethnic groups to maintain their languages and develop their cultures, to pass them on to their descendants and to contribute to a greater sense of self-esteem and confidence;
- to promote tolerance and mutual understanding between the members of Australian society and an appreciation of the diverse, multicultural nature of our society, as well as its history and traditions;
- to present to non-English-speaking residents of Australia programs in community languages, and at the same time to encourage and facilitate the learning of English and other languages;
- to provide information and advice on the rights and obligations of residents in Australia and on other matters which will assist non-English-speaking migrants to settle;
- to encourage the learning of English; and
- to undertake such other special broadcasting requirements as are legislated for by parliament (1979, p.16).

53. The Government endorsed the approach and philosophy recommended by the ETRP as the basis of multicultural television. On 24 January, 1980 it announced the formation of an Implementation Committee to oversee development of the IMBC. The service was to commence in October 1980.

54. The final ETRP Report, on Programming, clearly specified that the essence of multicultural television, as distinct from multilingual or ethnic television, was that it should be accessible to all Australians. It stated: 'The objectives of multicultural television demand, not ethnic exclusiveness, but the use of the medium to promote a flow of communication amongst ethnic groups and between these groups and the community at large. It will be necessary for the IMBC to adopt a programming strategy in which individual programs, directed in the first instance at a specific ethnic group, are attractive and accessible to the community at large, and are scheduled so as to have generalised appeal and maximise audience size' (1980, p.10).

55. The ETRP considered that such an approach should allow the IMBC through its use of community languages to attract a core audience of community language speakers and supplement this with others attracted by the quality of the programming. With respect to specific aspects of programming, the ETRP endorsed the 'strong consensus (apparent during the consultative process) that close attention should be given to information services, news and current affairs, local content, language learning and special programming categories' (1980, p.13).

56. It emphasised the importance of providing information services for ethnic groups, and recommended that 'a 30-minute daily news service should be provided which complements and supplements the domestic and international services of existing television stations' (1980, p.16). Recommendations were also made that emphasis be given to the teaching of English and community languages, to the provision of services for special needs groups, including children, women, the aged and shift workers.

57. The Panel stressed that if the service did not attract a significant audience from both ethnic communities and society at large, it would not meet the objectives of multiculturalism and would under-utilise the television medium. It considered that to achieve its objectives, multicultural television must:

(i) seek to provide a service to complement and supplement the cultural and linguistic perspectives of other broadcasting sectors
(ii) give particular emphasis to meeting the specific media needs of the ethnic communities
(iii) be accessible to the community at large (1980, p.8).

58. The ETRP recognised, as had the Report, the complexities involved in translating the objectives into programming and indicated various options emphasising the need for continued experimentation with format, scheduling and content based on regular assessment of viewing patterns, preferences and experience.

59. The IMBC Bill passed through the House of Representatives and in May 1980 was referred by the Senate to its Standing Committee on Education and the Arts. The Committee accepted that SBS was not a long term option, but recommended that it provide multicultural television on an interim basis and that the Dix Committee be asked to examine 'whether a second ABC channel could perform the functions of the IMBC'. The Government accepted the former recommendation but did not refer the matter to the Dix Committee.

60. Multicultural television, Channel 0 (VHF) and 28 (UHF) commenced transmission on 24 October 1980. The IMBC Implementation Committee continued until July 1981 when a restructured SBS Board was appointed and the establishment of a new Advisory Council to replace NEBAC and the two SEBACs was announced.

61. To assess the impact of Channel 0/28 (MTV), the Institute, with some initial financial support from SBS, mounted as part of a longer term study, a research project which included two major surveys, a number of discussion groups and a series of content analyses. In addition, special audience survey information was commissioned from McNair Anderson Associates.

62. **Multicultural Television Surveys (MuTS)** A total of 3,450 people were interviewed: 1,869 in Sydney and 1,581 in Melbourne*. The surveys covered many issues, ranging from reception problems and frequency of viewing, to attitudes towards multiculturalism and the role of Channel 0/28. Information was obtained about which programs had been watched, and opinions about these programs were sought, with productions like SCOOP and the News receiving particular attention.

63. **Discussion Groups** Thirteen group discussions were held, each with 10-12 children aged between 11 and 14 years and drawn from a number of ethnic backgrounds, including Anglo-Australian. Topics included were reactions to programs and performers, the amount of television viewing, awareness of and reactions to Channel 0/28 and contact with persons of migrant backgrounds.

64. **Content Analyses** Analyses were made of all MTV programs shown in the 18 months to the end of April 1982 to determine the amount of programming in various languages, the types of programs shown, and the source countries of programs. In addition, detailed analyses of content within programs were made in each of the areas of news, other Australian-produced programs and imported drama programs.

65. **MTV Audience Levels** There are two common measures of the size of television audiences — reach and ratings. Reach is a measure of the number of people who have viewed programs over a given period.

- Within a month of the channel's first transmission, 92% of Sydney and Melbourne's populations had heard about MTV 0/28 and 59% had watched it (Dix Report 1981, p.51).
- MuTS found that in May/June 1981, 94% of persons of non-English-speaking background (NESB) and 50% of those of English-speaking background (ESB) reported watching Channel 0/28 in the previous month (Table 13.3).
- A special analysis of August/September 1981 ratings data provided for the Institute by McNair Anderson indicated that 30% of NESB people and 7% of ESB people had watched MTV in the past week.

66. Ratings measure the number of people viewing particular programs. Using the results from all programs, a measure can be derived called the 'share of audience,' which reflects each channel's average ratings (Table 13.4).

67. In early 1981, SBS commissioned McNair Anderson to survey ethnic audience viewing in Melbourne. The results indicated that MTV had a 15% share

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* Details of the sample and methodology are in Chapter 2.

**Table 13.3:** Reported Frequency (Percentage) of Viewing 0/28 May/June 1981

| *Frequency* | *Italian*<br>% | *Greek*<br>% | *Viet-namese*<br>% | *Arabic*<br>% | *Spanish*<br>% | *Serbian Croatian*<br>% | *English*<br>% | *Total*<br>% |
|---|---|---|---|---|---|---|---|---|
| Every night | 23 | 41 | 17 | 37 | 28 | 42 | 4 | 18 |
| Most nights | 35 | 29 | 15 | 27 | 23 | 34 | 3 | 18 |
| Sometimes | 30 | 13 | 39 | 25 | 24 | 18 | 15 | 20 |
| When program interests | 7 | 15 | 17 | 8 | 12 | 2 | 17 | 13 |
| Once a month | 0 | 0 | 0 | 0 | 1 | 0 | 8 | 4 |
| Rarely | 2 | 1 | 6 | 0 | 6 | 1 | 14 | 8 |
| Don't watch | 3 | 1 | 6 | 3 | 6 | 3 | 36 | 19 |
| N= | (375) | (329) | (213) | (273) | (231) | (320) | (1662) | (3403) |

Source: MuTS

of the night-time audience. This was not as high as the three commercial channels' share (22%, 27% and 32%), but was far higher than the ethnic audience of the ABC (4%).

68. When the share of night-time audience is examined with respect to the total population, the average rating of MTV was below 2% in both Sydney and Melbourne. Audiences increased to 3.6% during the off-ratings period in early 1982, but once the commercial channels began to program for the 'official' ratings period, the channel's audience returned to its 1981 levels.

69. One factor which has seriously affected audience size has been reception problems in Melbourne and Sydney. In Sydney, MuTS found that 42% of homes reported reception difficulties, including 15% who reported that no picture at all could be received. In Melbourne, 32% reported reception problems, but only 3% said they could not get any picture. Melbourne viewers have also had to cope with frequent breakdowns in service because SBS does not yet have its own reserved channel on the co-axial cable from Sydney to Melbourne.

### Content of Programs

70. MTV programming was analysed for the Evaluation in terms of three key areas suggested by the Report and the Ethnic Television Review Panel.

- The service should assist the maintenance of language and development of culture, and contribute to self-esteem and confidence.
- The service should assist settlement of migrants, by informing them of their rights and duties, and facilitating the learning of English.
- The service should promote tolerance and mutual understanding, and an appreciation of Australia's multicultural society.

### Language Coverage

71. In the 18 months to the end of April 1982, Channel 0/28 broadcast programs in 29 languages for an average of 5 hours and 14 minutes each day. Some 25% of transmission time was in English, consisting largely of programs produced in Australia specifically for Channel 0/28. Compared with the composition of the community in Melbourne and Sydney, there has been a marked linguistic

**Table 13.4**: Stations' Shares of Night-time Audience, 1980-1982

| *Survey Date* | *Percentage Share* | | |
|---|---|---|---|
| | Channel | Channel | Channels |
| *Melbourne* | 0/28 | 2 | 7-9-10 |
| Feb/Mar 1982 | 1.9 | 10.8 | 87.3 |
| Jan/Feb 1982* | 3.6 | 10.8 | 85.6 |
| Oct/Nov 1981 | 1.8 | 9.5 | 88.7 |
| Sept/Oct 1981 | 1.3 | 11.6 | 87.1 |
| Aug/Sept 1981 | 1.8 | 10.1 | 88.1 |
| July/Aug 1981 | 1.9 | 13.3 | 84.8 |
| June/July 1981 | 2.0 | 12.2 | 85.8 |
| Apr/June 1981 | 2.3 | 12.7 | 85.0 |
| Mar/Apr 1981 | 1.9 | 11.4 | 86.7 |
| Feb/Mar 1981 | 1.9 | 11.1 | 87.0 |
| Oct/Nov 1980 | 2.3 | 9.5 | 88.2 |
| Sept/Oct 1980 | – | 11.9 | 88.1 |
| *Sydney* | | | |
| Feb/Mar 1982 | 1.6 | 10.7 | 87.7 |
| Oct/Nov 1981 | 1.4 | 10.5 | 88.1 |
| Sept/Oct 1981 | 1.6 | 12.3 | 86.1 |
| Aug/Sept 1981 | 1.6 | 9.0 | 89.4 |
| July/Aug 1981 | 1.9 | 12.2 | 85.9 |
| June/July 1981 | 1.5 | 11.0 | 87.5 |
| Apr/June 1981 | 1.5 | 12.0 | 86.5 |
| Mar/Apr 1981 | 1.6 | 12.1 | 86.3 |
| Feb/Mar 1981 | 1.5 | 12.0 | 86.5 |
| Oct/Nov 1980 | 1.3 | 9.3 | 89.4 |
| Sept/Oct 1980 | – | 11.8 | 88.2 |

Source: Data is reproduced with the permission of McNair Anderson Associates Pty. Ltd.

* Special SBS 0/28 Survey Sydney: McNair Anderson, 1982

imbalance in programming (Table 13.5). Maltese, Greek, Arabic and Dutch language programs are considerably under-represented and French, German and Scandinavian language programs strongly over-represented. There were no programs in Indo-Asian languages.

### Types of Programs

72. Table 13.6 outlines the types of programs shown in particular languages in the first 18 months of MTV transmission. It indicates that for a number of languages the range and balance of programs was very uneven. Drama comprised 76% of the programs in languages other than English, and for 9 languages* drama comprised at least 90% of the total. In contrast, only 2% of airtime in English consisted of drama programs. Even within drama programs there was a disproportionate emphasis on some types. For example, nearly half of the Chinese programs were 'action' dramas, that is 'Kung Fu' movies. While these have their place in an entertainment medium, an extremely limited view of Chinese culture is presented. Other languages have had an over-emphasis on period drama and some on domestic drama. On the other hand, news and current affairs were almost exclusively in English.

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* Arabic, Chinese, Danish, Finnish, Hungarian, Indian, Japanese, Macedonian and Russian

**Table 13.5:** Languages of Programs compared with Population*

| *Languages* | *Programs Shown* | | *Language Background* | | |
|---|---|---|---|---|---|
| | *Hrs.Mins* | % | *Number of people* | % | *Imbalance*** *Hrs.Mins* |
| Italian | 308.09 | 16.93 | 166,975 | 16.79 | 2.20 |
| Greek | 155.35 | 8.55 | 126,065 | 12.68 | −75.18 |
| 'Yugoslav' languages | 199.45 | 10.97 | 95,227 | 9.58 | 25.21 |
| Arabic | 97.25 | 5.35 | 84,583 | 8.51 | −57.30 |
| German | 218.57 | 12.03 | 68,205 | 6.86 | 94.02 |
| Spanish | 109.20 | 6.01 | 54,843 | 5.52 | 8.53 |
| Maltese | 7.20 | 0.40 | 49,287 | 4.96 | −82.56 |
| Dutch | 16.07 | 0.89 | 38,518 | 3.87 | −54.26 |
| Polish | 92.23 | 5.07 | 35,308 | 3.55 | 27.43 |
| 'Indo-Asian' languages | 0.00 | 0.00 | 31,421 | 3.16 | −57.33 |
| Turkish | 21.28 | 1.18 | 29,779 | 3.00 | −33.04 |
| 'Indian' languages | 2.15 | 0.12 | 21,260 | 2.14 | −36.41 |
| Hungarian | 25.40 | 1.41 | 19,790 | 1.99 | −10.35 |
| 'Russian' languages | 26.32 | 1.46 | 16,037 | 1.61 | −2.50 |
| 'Czech' languages | 25.05 | 1.38 | 11,018 | 1.10 | 4.54 |
| French | 273.36 | 15.03 | 8,008 | 0.81 | 258.56 |
| Portuguese | 66.04 | 3.63 | 7,238 | 0.73 | 52.49 |
| 'Scandinavian' languages | 103.50 | 5.70 | 6,513 | 0.66 | 91.54 |
| Japanese | 17.55 | 0.98 | 5,240 | 0.53 | 8.19 |
| Finnish | 22.20 | 1.23 | 3,735 | 0.38 | 15.30 |
| Other European languages | 1.00 | 0.05 | 29,301 | 2.95 | −52.40 |
| Other | 29.45 | 1.63 | 85,660 | 8.62 | −127.08 |
| **Total** | 1820.31 | 100.00 | 994,011 | 100.00 | 0.00 |

Sources: Language numbers based on demographic estimates of population by birthplace for 1981, (see Chapter 3) in Sydney and Melbourne.
Program totals based on schedules supplied by SBS, for the period 24/10/80 — 30/4/82.
The language background data are derived from updated 1976 Census information on birthplace. Some of the birthplaces are countries or regions in which more than one official language is used.

* Excludes programs broadcast in English.

** Imbalance: + = more programs then warranted by size of language group
− = less programs than warranted by size of group

73. **News** Channel 0/28 has the highest proportion of news and documentary/information programs of any Australian television service. Its news service is an important means of keeping people in touch with the countries from which they or their families have migrated. One measure of its performance in this regard is the level of overseas content.

74. MTV has been generally acclaimed for its coverage of overseas news events. A content analysis of news programs* conducted for the Evaluation indicated that 63% of 0/28 news consisted of overseas items compared with 12% on commercial network news. The audience survey found that the news was one of the Channel's most watched programs among viewers of all backgrounds. Of all local productions, the news most clearly met a need regularly voiced at all levels of consultations and previously ignored by other television services.

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* Using a structured sample of Channel 0/28 news programs and a matched sample from a metropolitan commercial channel.

**Table 13.6: Percentage of Airtime in Each Language, by Program Type, Shown on Channel 0/28 — 24.10.80 to 30.4.82**

| *Language* | *1A* | *1B* | *1C* | *1D* | *1E* | *2A* | *2B* | *2C* | *2D* | *3* | *4* | *5* | *6* | *7* | *8* | *9* | *10* | *Total %* | *Total Airtime Hrs. Mins.* |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Arabic | 6.8 | – | 3.1 | 62.2 | 24.8 | 3.1 | – | – | – | – | – | – | – | – | – | – | – | 100.0 | 97.25 |
| Chinese | 21.7 | 43.3 | 2.1 | 12.5 | 20.4 | – | – | – | – | – | – | – | – | – | – | – | – | 100.0 | 24.05 |
| Czech | 20.9 | 6.0 | – | 22.9 | 19.9 | 1.7 | 6.0 | – | – | 4.0 | – | – | 8.0 | – | – | – | 10.6 | 100.0 | 25.05 |
| Danish | – | 26.7 | – | 23.0 | 40.8 | 1.8 | – | – | – | – | – | – | – | – | 7.7 | – | – | 100.0 | 6.32 |
| Dutch | – | – | – | 12.4 | 61.0 | – | – | – | – | – | 5.2 | – | 21.4 | – | – | – | – | 100.0 | 16.07 |
| English | 0.6 | – | 0.1 | 0.8 | 0.7 | 0.4 | 4.7 | – | 0.7 | 5.3 | 41.2 | 21.4 | 9.9 | – | 0.5 | 11.7 | 2.0 | 100.0 | 738.16 |
| Finnish | 15.6 | – | 4.5 | 42.5 | 28.0 | 0.4 | – | – | – | – | – | 9.0 | – | – | – | – | – | 100.0 | 22.20 |
| French | 22.7 | 6.5 | 4.9 | 12.7 | 18.7 | 0.2 | 10.9 | – | 1.8 | – | – | – | 18.8 | – | 1.3 | 0.2 | 1.3 | 100.0 | 273.36 |
| German | 15.4 | 11.8 | 10.0 | 19.0 | 13.9 | 1.4 | 2.0 | – | 0.5 | 0.5 | – | – | 16.7 | – | 0.9 | – | 7.9 | 100.0 | 218.57 |
| Greek | 9.7 | 9.5 | 4.2 | 22.1 | 42.9 | – | 3.2 | – | 0.3 | – | 0.7 | 0.7 | 3.3 | – | – | – | 3.4 | 100.0 | 155.35 |
| Hebrew | – | – | – | 52.9 | 35.3 | – | 11.8 | – | – | – | – | – | – | – | – | – | – | 100.0 | 5.40 |
| Hungarian | 35.4 | 17.5 | 5.8 | 15.9 | 14.6 | – | – | – | – | – | – | – | 2.0 | – | – | – | 8.8 | 100.0 | 25.40 |
| Indian | 100.0 | – | – | – | – | – | – | – | – | – | – | – | – | – | – | – | – | 100.0 | 2.15 |
| Italian | 14.6 | 11.0 | 11.4 | 13.6 | 17.2 | 1.3 | 18.5 | – | 4.3 | 0.3 | – | – | 4.9 | – | 1.4 | – | 1.5 | 100.0 | 308.09 |
| Japanese | 39.5 | 29.8 | – | – | 30.7 | – | – | – | – | – | – | – | – | – | – | – | – | 100.0 | 17.55 |
| Macedonian | – | 100.0 | – | – | – | – | – | – | – | – | – | – | – | – | – | – | – | 100.0 | 1.30 |
| Maltese | – | – | – | 31.8 | 20.5 | [illegible] | 40.9 | – | – | – | – | – | 6.8 | – | – | – | – | 100.0 | 7.20 |
| Norwegian | – | – | – | – | 67.5 | 0.8 | – | – | – | – | – | – | 31.7 | – | – | – | – | 100.0 | 10.00 |
| Polish | 19.3 | 10.3 | 10.1 | 11.5 | 37.1 | – | 0.8 | – | 0.5 | – | – | – | 1.6 | – | – | – | 8.8 | 100.0 | 92.23 |
| Portuguese | 2.1 | – | – | 27.4 | 24.7 | – | [illegible] | – | 3.0 | – | – | – | 1.5 | – | – | – | 15.1 | 100.0 | 66.04 |
| Romanian | – | – | – | – | – | – | – | – | – | – | – | – | 100.0 | – | – | – | – | 100.0 | 1.00 |
| Russian | 35.8 | 20.2 | – | 20.5 | 13.8 | 0.3 | [illegible] | – | – | – | – | – | 9.4 | – | – | – | – | 100.0 | 26.32 |
| Serbian Croatian | 8.2 | 8.6 | 5.9 | 27.4 | 29.4 | 0.6 | 2.2 | 1.1 | – | – | – | – | 11.1 | – | 0.8 | – | 4.7 | 100.0 | 178.55 |
| Slovenian | 9.1 | 23.3 | 4.7 | 17.7 | 15.9 | – | 2.6 | – | – | 3.4 | – | – | 7.8 | – | – | – | 15.5 | 100.0 | 19.20 |
| Spanish | 13.8 | 1.5 | 2.7 | 21.3 | 38.3 | 11.9 | 6.1 | – | 1.2 | – | – | – | 2.5 | – | – | – | 0.7 | 100.0 | 109.20 |
| Swedish | 16.3 | 4.0 | 8.3 | 22.8 | 19.0 | – | 0.6 | – | – | – | – | – | 7.3 | – | – | – | 21.7 | 100.0 | 87.18 |
| Turkish | 38.4 | 7.0 | 7.0 | 12.4 | 21.4 | – | 2.1 | – | – | – | – | – | 9.3 | – | 2.4 | – | – | 100.0 | 21.28 |
| Other | – | – | – | 0.3 | – | 8.3 | 3.2 | 0.2 | 9.2 | 75.5 | 1.1 | – | 2.1 | 0.1 | – | – | – | 100.0 | 340.57 |
| **Total** | 9.7 | 5.5 | 4.0 | 13.2 | 15.6 | 2.0 | 6.1 | 0.1 | 2.1 | 10.3 | 10.7 | 5.5 | 8.2 | 0.0 | 0.6 | 3.1 | 3.3 | 100.0 | 2,899.44 |

Source: Program schedules with amendments, supplied by SBS. Languages as described by SBS.

*Notes*

1. *Program Types*

| | |
|---|---|
| 1A | Serious, classical, major or period drama |
| 1B | Adventure drama, emphasising action |
| 1C | Crime and suspense |
| 1D | Domestic and comedy drama |
| 1E | Other drama |
| 2A | Cartoon |
| 2B | Variety |
| 2C | Personality, quiz and talent programs |
| 2D | Popular music |
| 3 | Sport |
| 4 | News |
| 5 | Current Affairs |
| 6 | Information, documentary |
| 7 | Family activities, hobbies, services |
| 8 | The Arts |
| 9 | Educational, including language instruction |
| 10 | Children's programs |

2. 'Other' includes programs which are multilingual or in which language is not used.

### Assisting Migrant Settlement

75. A multicultural television service can assist migrant settlement in a general manner, for example by breaking down the sense of isolation many migrants feel on losing contact with the language and culture of their country of origin. MTV can also assist migrant settlement directly, by providing information and advice about migrant rights and obligations, services and institutions; and by broadcasting English-teaching programs.

76. **Information** In its first 16 months, MTV showed 740 'community service announcements', or one every 3 hours of transmission. The relevance of these to assisting settlement depends to a large extent upon their content and their broadcasting in community languages. An analysis of the announcements shows that only 119 were in community languages — an average of one community language item every four days. While most items in English were shown repeatedly, 63% of community language items were shown only once (Table 13.7). This imbalance may explain why MuTS found that only 18% of NESB people reported seeing information items.

77. The program SCOOP has given attention to specific problems that migrants face and thereby provided a source of information and advice. While social adjustment has been the main focus, language, health and economic problems have also been featured. The use of community languages on the program has however been limited.

78. **English-Language Teaching** The use of multicultural television to teach English was a basic objective of the service as recommended by the ETRP, and accepted by the Commonwealth Government.

79. Since January 1981, MTV has broadcast two BBC-produced English-language teaching series. Some local adaptation of the series was undertaken by using an Australian presenter to introduce each segment and to encourage viewer participation and continuity in the programs; and by replacing some British words and expressions not commonly used in Australia (SBS 1982).

80. Of those responding to the question on English-language learning in MuTS, 23% indicated that they had watched one or other of the series; 43% of respondents did not know of the programs; and of those who knew, many did not watch because they were shown too early in the day.

81. The potential of television to teach English is indicated by the high percentage (88%) of those who had viewed one or both series and who believed the programs had helped them with their English. This was particularly so for the Spanish and Vietnamese speakers. However, the relevance of the English spoken and taught, and information provided in the BBC series has been questioned. In submissions and consultations for the Evaluation, ethnic communities expressed a need for programs more accurately reflecting Australia's lifestyle and English usage.

82. Early in 1981, the Commonwealth Government established a Working Party to develop proposals on educational and instructional programs for multicultural television. Its focus is on English language teaching by television and a report is due shortly.

**Table 13.7:** Channel 0/28 Community Service Announcements: 24.10.80 — 15.2.82

| *Announcements* | *Number of Announcements* | *Total Time Mins. Secs* |
|---|---|---|
| *In English* | | |
| NSW Government: Anti-litter | 61 | 48.30 |
| International Year of the Disabled | 42 | 42.00 |
| World Vision | 44 | 39.30 |
| Australian Electoral Office | 19 | 38.00 |
| AGAS: Car jacks; lifting safely; industrial hearing loss | 27 | 27.00 |
| AGAS: finance; solicitor; interest rates | 27 | 27.00 |
| AGAS: Drink/driving | 26 | 26.00 |
| AGAS: Foot and Mouth Disease; rabies; Newcastle Disease | 25 | 25.00 |
| Amnesty International | 24 | 24.00 |
| NSW Government: Road Safety items | 47 | 23.30 |
| Victorian Government: Arts Victoria | 26 | 23.00 |
| Royale Humane Society: Burns | 16 | 16.00 |
| Voluntary Agency Appeals | 26 | 13.42 |
| Festival of Sydney | 14 | 12.50 |
| Dept. Social Security: Pensions and Benefits | 13 | 13.00 |
| Child accident prevention | 23 | 11.30 |
| Bureau of Statistics: Census | 10 | 10.00 |
| United Nations Day | 10 | 9.10 |
| Australia Day | 18 | 9.00 |
| Human Rights Day | 9 | 8.28 |
| AGAS: Door-to-door sales | 8 | 8.00 |
| Deafness Awareness Week | 7 | 7.00 |
| NUMAS Review | 10 | 6.10 |
| Save the Seal | 6 | 6.00 |
| Italian Earthquake Appeal | 10 | 5.00 |
| UNICEF | 10 | 5.00 |
| Australian Petroleum: Burns | 9 | 4.30 |
| Cancer Council | 9 | 4.30 |
| NSW Health Commission: Peanuts | 4 | 4.00 |
| Epilepsy Month | 8 | 4.00 |
| Australian Kidney Foundation | 7 | 3.30 |
| Project Aussi: Blue the Roo | 3 | 3.00 |
| Royal Blind Society | 6 | 3.00 |
| Quest of Nations | 4 | 2.00 |
| Christmas Bowl Appeal | 4 | 2.00 |
| DIEA (unspecified) | 4 | 2.00 |
| Health Care Hotline | 3 | 1.27 |
| Multiple Sclerosis | 2 | |
| Total | 621 | 519.17 |
| % of all announcements | 83.9% | 80.0% |
| *In Community Languages* | | |
| Department of Social Security: Pensions and benefits | 52 | 52.00 |
| Australian Electoral Office | 21 | 42.00 |
| Bureau of Statistics: Census | 24 | 17.30 |
| Human Rights Day | 14 | 13.18 |
| Health Care Hotline | 8 | 4.55 |
| Total | 119 | 129.43 |
| % of all announcements | 16.1% | 20.0% |
| **Grand Total** | 740 | 649.00 |

Source: SBS

*Note*
AGAS is the Australian Government Advertising Service

### Promotion of Tolerance and Multicultural Awareness

83. Programming which aims to promote tolerance and to develop an understanding and appreciation of Australia's multicultural society can be undertaken in a number of ways. The most immediate way is, as the ETRP recommended, subtitling broadcasts to make programs accessible to the widest audience. This has been done by MTV and in this area the technical achievement of the new service has been considerable.

84. A further important means of promoting tolerance is the broadcasting of program material which informs about the multicultural nature of Australian society. To date this has been done primarily through the news broadcasts. The analysis of news services found that 9% of Channel 0/28 airtime covered events in Australia's migrant communities, whereas the compared commercial channel had virtually no coverage in the same period.

85. SCOOP has broadcast a substantial number of segments on ethnic communities in Australia. NESB viewers believed MTV should provide more coverage of Australia's ethnic communities both here and in their country of origin.

86. Very little coverage has been given to the history of cultural and ethnic diversity in Australia. This is a gap which a new series of documentary films being produced for SBS by the Institute and Film Australia under the working title of the 'Migrant Experience' should help to close.

87. **Cross-viewing** In the MuTS surveys, 76% of people from an English-speaking background and 68% of those of a non-English-speaking background said they had watched programs in languages they did not speak, mainly to watch movies. No data is available on the frequency with which cross-language viewing occurs.

88. **Group Relations** Content analysis of Channel 0/28 broadcasts found that relationships between ethnic or national groups were most often depicted as harmonious, with only a small number referring to group antagonisms; comic sketches were found never to include racial, ethnic or national slurs.

89. **Public Perceptions** In the long term, the realisation of multicultural television's objectives depends on it attracting a larger audience from all backgrounds. That will be determined not only by its programming strategy, but by the public's perception of the service. Some success has been achieved in this regard but there is still only a partial awareness that the service is intended for all Australians (Tables 13.8 and 13.9). A similar perception of Channel 0/28 was very evident from the group discussions with children; overwhelmingly they regarded the service as designed for non-English-speaking members of the community.

90. In a special SBS survey quoted earlier, 6% named Channel O/28 as their favourite channel, 65% of viewers agreed the Channel provides a worthwhile alternative service, and 65% said the Channel would be the one least missed if one of the five channels were to close.

**Table 13.8:** Perceived Aims of Channel 0/28

| *Response* | *Non-English-speaking background** % | *English-speaking background** % |
|---|---|---|
| Give ethnic communities TV Station | 69 | 65 |
| Give Australian community opportunity to watch overseas programs | 18 | 14 |
| To provide a further television station | 14 | 12 |
| Help migrants retain culture and language | 9 | 8 |
| Show Australians customs of other countries | 4 | 12 |
| Assist migrants to settle in Australia | 6 | 8 |
| Promote multicultural aspects of life | 4 | 7 |
| Entertainment | 1 | 1 |
| Gain ethnic vote | 7 | 2 |
| Other | 12 | 33 |
| No opinion | 2 | 10 |
|  | (N=1763) | (N=1687) |

Source: MuTS

* People interviewed could give more than one answer and hence responses totalled to more than 100%.

**Table 13.9:** Perceived Audience for Channel 0/28

| *Response* | *Non-English-speaking background** % | *English-speaking background** % |
|---|---|---|
| Members of ethnic communities | 58 | 74 |
| Everyone | 46 | 18 |
| People of an English-speaking background | 11 | 15 |
| People who know or learn other language | 1 | 8 |
| Educated people | 2 | 6 |
| Those interested in other cultures or countries | 1 | 5 |
| Others | 7 | 27 |
| Not sure | 1 | 8 |
|  | (N=1763) | (N=1687) |

Source: MuTS

* People interviewed could give more than one answer and hence responses totalled to more than 100%.

### Programming for Special Needs

91. The desire for programs catering to groups with particular needs, was stressed by numerous submissions made during the ETRP consultations — children, women, the aged and shift workers being identified as areas of particular concern. In terms of meeting multicultural objectives, children's programs are especially significant because, as the ETRP recognised, children are an important link in the preservation and transmission of heritage, and a commitment to cross-cultural understanding can be fostered from an early age.

92. Furthermore, as the Report recognised, migrant children often experience more difficulty in the transition from home to school than Australian-born children. There is an important role for MTV to play in the presentation of specially designed programs to assist children in this process.

93. The content study conducted for the Evaluation of the first 18 months of broadcasting found that children's programs comprised only 3.3% of total transmissions and cartoons a further 2.0% — considerably less than the proportion shown by commercial and ABC television. However some series specifically designed for children were introduced in March 1982.

94. The Report identified particular difficulties experienced by migrant women at home suffering from 'loneliness and isolation by virtue of their poor language skills', and who were unable to attend English courses. It also noted that many elderly migrants were frequently isolated by a breakdown of the traditional extended family and a declining ability to communicate in English. The ETRP saw the potential of television to satisfy the entertainment and information needs of these two groups as well as those of the shift worker who would benefit from programs broadcast outside the current hours of transmission. In the MuTS survey, 88% of viewers of a non-English-speaking background and 65% of those of an English-speaking background believed that the channel should be expanded, particularly to increase the hours of transmission and the range of languages used.

## Conclusions and Recommendations

95. The development of multicultural television was a watershed in the development of Australian multiculturalism. It put Australia in the forefront of nations pursuing multicultural policies by utilising a powerful and attractive medium designed not only to reach ethnic communities but the society at large. In view of the originality of the innovation, and the scepticism and controversy surrounding its establishment, the results of the first 19 months have been very encouraging and consultations have shown a strong desire for multicultural television to be extended.

96. There has been a high degree of awareness of the channel's existence, and a high degree of public acceptance of MTV as a worthwhile alternative service. The service has shown itself capable of attracting audiences from all backgrounds and the evidence is that viewers, irrespective of their backgrounds, are watching programs in community languages other than their own.

97. However, it is also evident that there are areas which need development if MTV is to consolidate its present achievements and realise fully its potential as a television service in accordance with the objectives of multiculturalism. This

could not be unexpected of a service that is both unique and in the formative stages of its development.

98. The major areas needing attention are those relating to the objectives which MTV was designed to serve. In some respects MTV has fulfilled these objectives by its mere existence as a television service broadcasting programs and languages which had previously been neglected by existing television services. However, there are a number of areas in which pursuance of its given objectives has been passive rather than active.

99. Some areas of development are clear and comparatively easy to achieve. The television medium has the potential to deliver information and advice by means of short, entertaining and frequently presented information items which can meet considerably the information needs of migrants. This, as the analysis of community service announcements indicates, has been hitherto almost totally neglected, particularly the areas relevant to settlement needs and the use of community languages. It is therefore recommended that:

> *Channel 0/28 should broadcast three minutes of community service announcements relevant to the needs of migrants and in languages other than English in each hour of transmission. Where insufficient material is available, the Special Broadcasting Service should produce items using its own resources or should dub those available into community languages.*

100. The presentation of English-teaching programs that are Australian-produced is one of the basic objectives of multicultural television. The need for such programs is widely recognised. Progress to date has been exceedingly limited. It is therefore recommended that:

> *The Special Broadcasting Service should, as a matter of priority, commence the development and production of well-researched and entertaining English-language teaching segments for television. These segments should be made available to other television stations free of charge.*

SBS should consult with relevant Commonwealth departments and authorities in the development of the segments.

101. There has been limited programming which caters for groups of special need, especially small or newly arrived groups; children, whose needs are special and whose role in the future development of multiculturalism is crucial; as well as isolated women and the aged who, for one reason or another, are cut off from aspects of everyday life. Consultations and submissions have reiterated their needs. It is therefore recommended that:

> *Greater emphasis should be given to groups with special needs in the allocation, design and purchase of programs.*

102. The use of community languages, a unique feature of the service, enables access to the significant proportion of Australians who are not fully proficient in English or who have a commitment to maintaining and utilising their community languages. Channel 0/28 has by no means fully utilised this capacity. Use of community languages in SBS-produced material rather than being encouraged, is minimal. The majority of community language announcements are in English and of little specific relevance to migrants; presenters introduce programs almost exclusively in English; and interviews where people could, and would often prefer to, speak in their community languages are frequently in English. Accordingly, it is recommended that:

> *A fundamental goal of multicultural television should be to encourage the use of community languages. Introductions by presenters should be in the language of the program broadcast, and in English. Community announcements should be presented in relevant languages with English*

*subtitles; and interviews and discussions should, where appropriate to the context, be in community languages.*

103. There have been marked imbalances in terms of languages in which programs are shown and the proportionate use of these languages in the community. It would be inappropriate, and indeed contrary to the commitment to giving smaller groups reasonable coverage, for the allocation of programs to be based on language group percentages exclusively. In addition, quality and availability of programs have to be taken into account. Nevertheless, in complementing and supplementing cultural and linguistic perspectives of other broadcasting sectors and meeting the commitment to all groups, there is an obligation to use these percentages as a basic criterion for program selection. It is therefore recommended that:

> *Greater emphasis should be given by multicultural television to a more equitable balance between languages reflecting the size of different language groups within the community.*

104. Within certain languages used on Channel 0/28, only a narrow range of program types have been used. In addition, over three-quarters of imported material has been drama. SBS should attempt to broaden the programming base by showing more non-drama programs in a broader range of languages.

105. Thus far, the Evaluation has emphasised the specific needs of ethnic groups, one of the fundamental reasons for calling the service into existence. Beyond this however, there is a need to attract a greater number of viewers of an English-speaking background. The potential of Channel 0/28 in this regard has been indicated both by its capacity to reach into that audience and by the success of the news program. There is a need to extend this reach. Achieving this will require both more effective promotion and a greater willingness to innovate and experiment than has been apparent since MTV established what appears to have become its basic format.

106. There is also a marked need to pursue actively the goals of tolerance within the Australian society particularly given the rapidity with which Australia's ethnic composition is changing. The avenue of MTV offers an unparalleled opportunity for the use of the media to promote tolerance, and it is recommended that:

> *The Government should allocate to multicultural television $200,000 per annum over the next three years to commission the production of a series of short segments, utilising the most effective media techniques, to promote racial and ethnic tolerance in Australia. These segments should be made available to other channels free of charge.*

## Improvements and Extensions of the Service

107. Beyond programming matters, other issues were raised in the course of surveys, submissions and consultations undertaken as a part of the Evaluation. Many complained about quality of reception and interruptions to programs. The service will shortly have available its own link from Sydney to Melbourne and will thus be able to avoid most of the current interruptions in Melbourne. Reception problems will be more difficult to solve since they require better transmission sites and higher-powered transmitters. Given that Sydney has the greater problem, priority needs to be given to this city.

108. When multicultural television was first considered, it was intended that the service be broadcast only on the UHF band, using Channel 28, but Channel 0 (VHF band) services were subsequently introduced as an interim measure. However, as Australian viewers are unused to the UHF band and many cannot

receive it on existing sets, it is clearly inappropriate to cease VHF transmissions. In time, when ABC and commercial stations are moved to the UHF band, it would be appropriate for multicultural television to be shown solely on Channel 28.

109. At present, the signal from Sydney to Melbourne passes through the nation's capital, but is not available to Canberra residents. As it would be relatively straightforward to broadcast the service in Canberra, it is recommended that:

> *Multicultural television should be shown in Canberra commencing in 1983.*

The Department of Communications estimates the capital costs to be $800,000.

110. Once this extension is completed, consideration should be given to establishing transmitters in Wollongong and Newcastle using land-based links with Sydney.

111. Since it will be some time before the service can be extended further, interim measures are required so that other centres can have access to MTV. It is recommended that:

> *The Australian Broadcasting Commission, in centres not receiving multicultural television, should allow multicultural television use of its facilities (when it is not otherwise broadcasting) to show a variety of multicultural television programs in languages other than English.*

112. At the same time, the Evaluation recognises that planning of the allocation of resources of Australia's National Communications Satellite is in progress. It is recommended that:

> *Provision should be made for multicultural television to be carried by satellite so that the full service can ultimately be available Australia wide.*

## Arts and Culture

113. Recognising the extensive cultural diversity which exists in Australia, the Report stated 'migrants have the right to maintain their cultural identity ... and that it is clearly in the best interests of our nation that they should be encouraged to do so if they wish' (para.9.6).

114. The Report believed the most appropriate bodies to preserve and foster ethnic cultures in Australia were ethnic organisations themselves; and where smaller groups lacked resources it felt that Ethnic Communities' Councils should play a supportive role. The Report also believed that access to community resources was crucial to meet adequately the cultural needs of ethnic groups. Municipal libraries were seen as a possible source of support by providing meeting facilities for ethnic groups and by 'developing collections of books, slides, tapes, etc. on aspects of various migrants' cultures, especially those relevant to the local area' (para.9.23).

115. Cultural agreements between Australia and foreign governments were also regarded as a means of meeting the Report's objectives and promoting mutual understanding. In addition to the fourteen agreements already signed — and another two then under negotiation — the Report stated that further agreements should be negotiated, particularly with significant migrant source countries, and that all agreements should be acted on with provision of adequate funds.

116. The Report recognised the support provided by the Australia Council through its community arts program, but noted that in 1976/77 only 0.38% of its total program budget had been specifically allocated for ethnic arts. The amount was 'insufficient considering the important contribution which ethnic traditions have to make to the artistic life of Australia' (para.9.24). Accordingly, *Recommendation 50* provided that:

> The Australia Council should develop closer links with ethnic communities and that it re-assess its budgetary allocation in order to ensure that ethnic arts receive a more equitable amount.

## Implementation

### Libraries

117. Many regional and local libraries, particularly those in areas of significant ethnic concentrations, have made increasing efforts to improve services for migrant clients through the development of community-language collections of print and non-print materials, outreach programs, information services, improved access, employment of bilingual staff and involvement in cultural events. Many have also made their facilities available to ethnic groups for meetings and functions. Despite these improvements, public library services for ethnic communities are often dependent on the centralised community-language collections of State libraries and remain below the general standard. The Evaluation finds this situation unsatisfactory and believes that State and local libraries must ensure that the standards of library services within Australia's multicultural society are equitable for all groups.

118. The recent Government decision to establish an Australian Libraries and Information Council (ALIC) to advise on national planning and resource sharing in library services is noted and it is recommended that:

> *The Australian Libraries and Information Council should give priority consideration to the development, at all levels of Government, of library and related information services appropriate to the needs of ethnic communities in Australia's multicultural society.*

119. Though in recent years the National Library has made some attempts to extend the availability of its community-language holdings to the public, ALIC should indicate the most appropriate role which the National Library should play given the National Library's capacity to support other libraries in areas such as the collection, cataloguing and lending of materials in this area.

### Cultural Agreements

120. Since 1978, two additional cultural agreements have been signed: one with Greece in 1979 — under negotiation at the time of the Report — and another with China in April 1981. Commonwealth expenditure on cultural agreements was $1.0m in both 1978/79 and 1979/80 and $1.28m in 1980/81. For 1981/82 there is an allocation of $1.16m.

### Australia Council

121. The Report saw a significant role for the Australia Council. On the basis of its own objectives the Council has a responsibility to:

- ensure that all Australians have equal access to its services and equal opportunity to seek and receive its support
- facilitate the development of an Australian cultural tradition which draws from and reflects the diversity of our society
- foster links between professional excellence, emerging talent and the community as a whole.

122. To meet this responsibility with respect to ethnic arts, the Report proposed the development of closer links with ethnic communities and a reassessment of the Council's budgetary allocation.

123. Since 1978, information pamphlets in five languages have been produced; brochures have given increased emphasis to ethnic arts; and two editions of an Ethnic Arts Directory have been published. The Arts Information Unit is currently planning new pamphlets in community languages but without a cohesive publicity strategy. Although the Council recognises that language difficulties and bureaucratic procedures restrict access, information provision to ethnic communities has been sporadic and of limited effectiveness and virtually no use has been made of ethnic newspapers, ethnic radio or Channel 0/28.

124. Following the Report, the Council participated in a series of consultative meetings with Ethnic Communities' Councils, State Arts authorities, the Department of Immigration and Ethnic Affairs, the Australian Ethnic Affairs Council and the Office of Women's Affairs to determine how support for the ethnic arts could be developed and expanded. These consultations produced no definitive guidelines and on-going consultation has since devolved almost exclusively to the Ethnic Arts Officer appointed to the Community Arts Board.

125. In July 1980, the Council established a staff working party representative of all Boards to develop and monitor an ethnic arts policy. It has met only once.

126. In August 1981, the Community Arts Board established the Multicultural Artists' Agency as a one-year pilot project. The Agency's objectives include assisting newly arrived artists to establish useful contacts and to assist ethnic artists relate to bodies such as the Australia Council.

127. Since the Report there nas been limited improvement in the funding allocation to the ethnic arts. From an allocation of $76,000 in 1977, funding over the next three years increased to $441,000 in 1980/81 (see Table 13.10). The total amount provided over the three years ($1.22m) was less than 3% of all small grants excluding those made by the Aboriginal Arts Board, and has remained at this level throughout the period.

## Conclusions and Recommendations

128. Since the Report, the Council has not substantially changed its programs or priorities to respond adequately to the cultural needs of ethnic communities. Although individual Boards, not the Council, are responsible for the allocation of funds, the Council has not yet developed either policies or guidelines to ensure a more equitable allocation of grants. Until this is achieved the Evaluation considers that the development of a culturally rich and diverse Australian society will be inhibited.

**Table 13.10**: Australia Council: Small Grants for the Ethnic Arts, 1978-81*

| | *1978/79* | | | *1979/80* | | | *1980/81* | | |
|---|---|---|---|---|---|---|---|---|---|
| | *Total Grants ($'000)* | *Ethnic Arts* | % | *Total Grants ($'000)* | *Ethnic Arts* | % | *Total Grants ($'000)* | *Ethnic Arts* | % |
| Community Arts Board | 1,813 | 160 | 8.82 | 1,896 | 156 | 8.23 | 2,051 | 238 | 12.60 |
| Crafts Board | 1,119 | n/a | – | 1,171 | 55 | 4.70 | 1,240 | 31 | 2.50 |
| Literature Board | 1,425 | n/a | – | 1,518 | 41 | 2.70 | 1,635 | 26 | 1.59 |
| Music Board | 1,436 | n/a | – | 1,544 | 33 | 2.14 | 1,586 | 52 | 3.27 |
| Theatre Board | 5,769 | n/a | – | 5,561 | 107 | 1.92 | 6,487 | 72 | 1.11 |
| Visual Arts | 1,221 | n/a | – | 1,301 | 29 | 2.23 | 1,376 | 19 | 1.38 |
| Council Programs | 456 | n/a | – | 414 | 5 | 1.21 | 677 | 3 | 0.44 |
| **Total** | 13,239 | 357 | 2.69 | 13,405 | 426 | 3.18 | 15,052 | 441 | 2.93 |

Source: Australia Council and GITF

* Allocations to the Australian Opera, Australian Elizabethan Theatre Trust Orchestras, Australian Ballet Foundation and grants from the Aboriginal Arts Board are excluded. As different monitoring and coding procedures have been used during the period, direct comparisons between Boards are not possible.

129. The Evaluation reaffirms the Report's objective that the ethnic arts should receive a more adequate share of the Council's funding. Beyond this however, it considers that the Council has a responsibility to promote excellence in the arts by recognising that within a culturally and ethnically diverse society, special efforts are needed to give individual members of ethnic communities the information and access which will enable them to demonstrate to the Council that they are artists of excellence and worthy of support. Accordingly, it recommends that:

> *The Australia Council should undertake a review of its current policy and funding allocation, and take measures to ensure that in all areas of activity it is responsive to the needs of all groups within Australia's multicultural community. It should also make particular information efforts to advise artists of a non-English-speaking background that it is a source of support for individuals of talent.*

**Ethnic Radio**

(a) Since July 1976, the Government has funded the operation of two ethnic radio stations, 2EA and 3EA in Sydney and Melbourne. The operational costs of these services during 1977/78 were $1.22m (see Table 13.11). The Report suggested that the Sydney and Melbourne services should be upgraded to provide wider coverage in these centres. It also recommended the extension of ethnic radio (over the three years) to cover all other capital cities and provincial centres with large numbers of migrants. Finally, it recommended that NEBAC be provided specific funds to survey migrant expectations and requirements from ethnic radio. The estimated cost of these recommendations was $3.36m: to provide $590,000 for purchase of capital equipment to upgrade Sydney and Melbourne facilities; $2.64m for the extension of radio to other centres; and $130,000 for the survey.

(b) As recommended, $585,000 was spent on capital facilities in Sydney and Melbourne. In respect of the extension of radio services to other regions, the Government decided to adopt an alternative approach, which included the recommended relayed services from Sydney to Newcastle and Wollongong, and the provision of subsidies to fund public broadcasting stations which provided ethnic programs in other cities. Expenditure on relaying services was of the order of $94,000. Expenditure on the public subsidies system was $650,000 and in 1980/81 stations in Canberra, Albury, Armidale, Bathurst, Lismore, Newcastle, Brisbane, Adelaide, Whyalla, Hobart and Perth benefitted from the scheme.

(c) No funds were provided to NEBAC to conduct the survey. The SBS contracted consultants to carry out surveys in Sydney, Melbourne, Adelaide and Perth, at a cost of $63,000.

(d) Total expenditure on the operation and extension of ethnic radio over the 3-year period was $8.166m, $1.146m more than recommended. Although the continued operation of 2EA and 3EA has cost $3.01m more than recommended (the increase being mainly accounted for by increased costs over the period) this has been offset by a saving of $1.87m on the cost of implementing the extension of radio (expenditure of $1.49m against the $3.36m anticipated) due mainly to the change in the implementation plan.

**Pilot Ethnic Television Station**

(e) The Report recommended the setting up of a small task force to proceed with the establishment within 12 months of a pilot ethnic television station drawing on existing technical resources and for public consultations on ethnic television. As shown at Table 13.11 an amount of $7.41m was recommended including capital costs ($570,000), operating costs ($1.09m), programming costs ($5.45m) and departmental overheads ($200,000), with a provision for public consultations ($100,000).

**Table 13.11:** Broadcasting: Recommended and Actual/Assessed Expenditure

| *Item and Recommendation Number* | | *1* *1977/78 Expenditure* *$'000* | *2* *Recommended Additional Expenditure 1978/79-1980/81* *$'000* | *3* *Total Recommended Expenditure 1978/79-1980/81* *$'000* | *%* | *4* *Actual/ Assessed Expenditure 1978/79-1980/81* *$'000* | *%* | *5* *Difference: Actual and Total Recommended Expenditure* *$'000* |
|---|---|---|---|---|---|---|---|---|
| | Extension of Ethnic Radio | | | | | | | |
| | • 2EA & 3EA Operational | 1,220 | – | 3,660 | (52.1) | 6,574 | (81.6) | +3,014 |
| | • Capital Costs | – | 1,340 | 1,340 | (19.1) | 585 | (7.2) | –755 |
| 51 | • Relaying Costs | – | 390 | 390 | (5.6) | 94 | (1.2) | –296 |
| | • Operational Costs | – | 1,400 | 1,400 | (19.9) | – | – | –1,400 |
| | • Overheads | – | 100 | 100 | (1.4) | 100 | (1.2) | – |
| | • Public Subsidy Scheme | – | – | – | – | 650 | (8.0) | +650 |
| 52 | Survey of expectations of ethnic radio | – | 130 | 130 | (1.9) | 63 | (0.8) | –67 |
| | | 1,220 | 3,360 | 7,020 | (100) | 8,166 | (100) | +1,146 |
| | Pilot Ethnic Television Station | | | | | | | |
| | • Capital Costs | – | 570 | 570 | (7.7) | – | – | –570 |
| 53 | • Programming Costs | – | 5,455 | 5,455 | (73.6) | 943 | (43.4) | –4,512 |
| | • Operational Costs | – | 1,086 | 1,086 | (14.6) | 872 | (40.1) | –214 |
| | • Overheads | – | 200 | 200 | (2.7) | 200 | (9.2) | – |
| 54 | Public Consultations on Ethnic Television | | 100 | 100 | (1.4) | 160 | (7.3) | +60 |
| | | – | 7,411 | 7,411 | (100) | 2,175 | (100) | –5,236 |
| | **Total** | $1.220m | $10.771m | $14.431m | | $10.341m | | –$4.090m |

*Note*

Column 3 is calculated on the basis of 1977/78 expenditure being maintained over the 3 years 1978/79 — 1980/81 plus the additional expenditure for 1978/79 — 1980/81 as recommended by the Report (ie. Column 2).

(f) The Report envisaged that the SBS would broadcast programs for two hours per night for three months in the first year; for three hours per night for 12 months in the second year; and for five hours per night for 12 months in the third year. In the event, the SBS arranged for programs to be transmitted by the ABC over two 13-week periods, 29 April 1979 to 29 July 1979 and 10 February 1980 to 4 May 1980. Rather than at the times recommended, programs were shown in the first period in Sydney and Melbourne on 13 consecutive Sundays between 8 am and 11 am and in the second period on 13 consecutive Sundays between 7.30 am and 11 am.

(g) The scheme SBS implemented was on a much reduced scale from the one envisaged by the Report. Consequently, no capital costs were incurred; operating costs amounted to $872,000 and programming costs were $943,000. Actual expenditure was below the anticipated cost by $5.24m.

(h) However, since 24 October 1980, a permanent multicultural television service has been operating, broadcasting for an average of 37 hours a week in Melbourne and Sydney. The cost of the service in 1980/81 was approximately $22m including capital expenditure of about $5.5m. The Report anticipated that over $20m would be required to establish a permanent service but, nevertheless, expenditure on Channel 0/28 has been excluded in this Evaluation on the grounds that it was not recommended by the Report.

(i) The recommendation that NEBAC should undertake public consultations to identify migrant and general community reactions to ethnic television, was overtaken in March 1979. The Government appointed the Ethnic Television Review Panel to undertake the public consultation program and preparation of a report to Government on a permanent ethnic television service. The panel produced three reports and the task was completed early in 1980 at a cost of $160,000.

CHAPTER 14

# Co-ordination

*The need for co-ordination. Co-ordinating mechanisms. The Galbally Implementation Task Force. Ethnic Liaison Officer Scheme.*

1. The Report was especially conscious of the critical role that co-ordination would play in the achievement of its objectives:

> Throughout this Report we have tried to outline a balance of responsibility between the various spheres of government, voluntary agencies and ethnic groups in meeting the special needs of migrants in areas such as health, welfare and education. Continuing communication between the planners, the service providers and the community they serve is essential, if needs are to be effectively met and gaps and duplication are to be avoided (para.11.1).

2. Co-ordination is one of the most difficult of all administrative tasks. The need for co-ordination arises whenever an objective or a set of objectives is to be pursued through a series of connected or related programs. This co-ordinating task is a complex one when that series of programs falls to the responsibility of one organisation.

3. When, as with the programs recommended under the Report, many different organisations are involved in implementation, the achievement of the objectives will depend crucially on the effectiveness of the co-ordinating arrangements that are made. Unless these are appropriate and effective, overlap and duplication of functions can arise at the cost of considerable loss to the achievement of the objectives themselves.

4. Where governments wish to give a particular emphasis to a set of related programs, combining their implementation through one government organisation can be one solution to the problems of co-ordination. This solution has been adopted in a number of areas of welfare administration in Australia where a single client-oriented organisation delivers an integrated package of services to a specific client group.

5. The Report deliberately chose against the integrated administration of the program package that it recommended. Indeed, to the extent that the Report can be said to have proposed unusual administrative arrangements for the delivery of migrant services, those arrangements were unusual only in not following this established pattern of utilising a single integrated government organisation. In proposing, as it did, that migrant services be delivered by agencies having general community responsibilities (with most specific migrant programs being administered by the generalist agencies as well) the Report was giving a particular expression to its underlying philosophy of the multicultural society. An integrated government delivery organisation would be incompatible with that basic view.

6. The Bailey Task Force on Health and Welfare also considered the co-ordination of migrant-oriented programs. Where the Bailey Task Force and the Report both considered a particular program, their conclusions in principle and in particular cases were very similar. Both concluded that migrant needs should be satisfied by the general community agencies but equally, both saw the need for additional specific migrant programs that would help migrants move along the path to equal access and equal treatment by those agencies.

7. Moreover, both stressed the need for the general agencies to improve their capacities to understand migrant needs and to provide to migrants those services to which they were entitled as members of the general community. Both were conscious of the complexity of the co-ordinating problems that would follow the adoption of this approach; there would be a need for co-ordination between the specific programs themselves, and between the specific programs and those programs being provided by the general community agencies.

8. To ease these co-ordinating problems, the Bailey Task Force suggested that the Department of Immigration and Ethnic Affairs be confined strictly to the immediate post-arrival period in its provision of services to migrants, that is, from three to six months after first arrival. At that point the migrant should move to the general agencies. An argument persuasive to the Task Force for defining the close of the immediate post-arrival stage as a convenient point of the transfer, was that beyond this point an integrated body might extend its services to overlap with the general programs not only of Commonwealth agencies but of those attached to State and local governments as well. Thus the Task Force approached the problem of co-ordination by defining the time at which most migrants should pass from a relatively client-oriented integrated welfare agency to the general community agencies.

9. The Report did not define any particular time, or any stage in the migration process, as being the appropriate one at which migrants would become the clients of the general community organisations. It made no proposal for an integrated body at any stage.

10. The Report's major thrust was that from the beginning migrants ought to have equal access to the general community agencies; receive equal treatment from those agencies; and, where specific migrant programs were necessary, these should be associated with general community agencies wherever possible.

11. The constraints on the equality of access to general services could be present at any stage in the migrant's life in Australia. They arose from: deficiencies in English-language skills; the availability of translation and interpreting facilities; inadequate communications facilities; inadequate provision and dissemination of information; and the relatively low level responsiveness of the general agencies to the needs of their migrant clientele.

12. The Report's recommendations were directed towards assisting the migrant to the point at which interaction with the general community agencies could take place effectively and on the basis of equality of access. Reaching that point, however, was seen as the product of the many programs recommended in the Report, including those programs designed to improve the capacities of the general agencies to interact with the migrant.

13. In not proposing an integrated client-oriented organisation for the delivery of migrant programs, the Report necessarily required that four main co-ordinating functions be performed:

- to oversight the implementation of all recommendations; maintain the appropriate relationship between recommended and on-going programs; and thus maintain the integrity of the Report's package of programs
- to ensure that interdependent stages or aspects of particular programs maintain their planned relationships through the implementation stage
- to ensure that effective arrangements exist between Commonwealth and State programs in migrant services; this is especially a need in education, health and welfare, where the general community service organisations are State government agencies, local government bodies or voluntary agencies
- to maintain the appropriate balance between specific migrant programs and the programs delivered through general community agencies.

## Co-ordinating Mechanisms Associated with the Report

14. Each of these co-ordinating functions will be discussed in turn, indicating in each case, the recommendation made in the Report with respect to that function, the implementation action that has been taken in response, and an assessment of those actions, together with conclusions about future requirements.

15. *The first of the co-ordinating functions*, oversight of implementation and the maintenance of the Report's integrity, was the responsibility of the body which came to be called the Galbally Implementation Task Force (GITF). The Report itself recognised that effective implementation of its programs required supervision by a co-ordinating body. Accordingly, it proposed 'there should be a small group established to supervise the implementation of our recommendations over the three year period we have suggested' (para.1.42).

16. The Government adopted this suggestion and in the tabling statement the Prime Minister said:

> A group of senior officials from relevant departments will supervise the implementation of the recommendations. They will be required to report at least every three months to me and to other Ministers concerned on progress.
>
> The Government undertakes to report at least annually on the progress in implementing this package of measures (Weekly Hansard 1978, p.2732).

17. Initially, a small group of senior officials, known as the Galbally Follow Up Group (GFUG) was appointed to supervise the implementation of the recommendations. This group, assisted by a small ad hoc secretariat, operated between July and October 1978, when it was succeeded by the Galbally Implementation Task Force which continues to function. The Chairman of the Task Force, the Deputy Secretary of the Department of Immigration and Ethnic Affairs, acted in a more or less full-time capacity.

18. There were two membership categories. First, core members came from departments with a continuing and wide interest in the Report's recommendations. These were the Departments of Education, Employment and Industrial Relations, Finance, Home Affairs, Immigration and Ethnic Affairs, Prime Minister and Cabinet, and the Public Service Board. Other departments which may have carried responsiblity for the implementation of particular recommendations opted for ad hoc membership of the Task Force, attending when their particular interest arose. These ad hoc members were from the Departments of the Attorney

General, Health, Post and Telecommunications, Productivity and Social Security, and from the Australian Electoral Office. The Task Force was obliged to report at least quarterly through the Minister for Immigration and Ethnic Affairs to the Welfare Policy Committee of Cabinet.

19. On appointing the supervising group, the Government had endorsed a schedule of the 57 major recommendations contained in the Report, and nominated the Minister and Department responsible for the implementation of each, the funds that would be appropriated in 1978/79 and a proposed implementation timetable. Together with its terms of reference, GITF then had a most precise definition of its sphere of operations and the tasks which were expected of it. The allocation of responsibilities to particular departments for the implementation of each of the particular recommendations was similarly precise.

20. GITF was assisted by a full-time secretariat, the Galbally Working Group. The secretariat, however, was not a 'dedicated' one, *ie*. working exclusively on GITF affairs. Neither was it staffed continuously by senior officers with expertise and experience in related matters, particularly for the first two years.

21. GITF operated on the basis of reports to be submitted regularly by the implementing agencies about the actions taken by those agencies on the recommendations for which they were responsible. These reports were checked for completeness and consistency by the secretariat. GITF then reviewed progress on the basis of the information provided and agreed on what further action was to be initiated.

22. GITF prepared what has come to be called the Galbally Information Kit, the major means by which information about the implementation of the various recommendations was disseminated. The Kit, available to the public, was distributed to some 4,000 persons and organisations. Four Kits were distributed.

23. GITF met on 35 occasions between October 1978 and October 1981. The frequency of meetings, however, declined over time as progress in implementation advanced. By early 1980, GITF believed that the majority of recommendations had been implemented or had reached a stage where the implementation process had generated a momentum of its own. There were some particularly significant recommendations, however, whose implementation GITF still saw as unsatisfactory.

24. A general review of the implementation processes suggests that the supervisory processes did not adequately appreciate the integrated nature of the package of programs recommended by the Report. As a consequence the review of implementation by GITF was essentially conducted on the basis of individual assessments of individual recommendations with little account taken of the effects that programs had upon one another.

25. The information used by GITF in coming to its judgment was not always adequate. Frequently, reports from implementing agencies were delayed and, occasionally, meetings of GITF were deferred because information was not presented in time. This was particularly the case in the period 1980/81.

26. The supervisory role of GITF was restricted by the fact that its primary source of information upon which it based its discussions and assessments was the implementing agency itself. This is not to say that GITF did not pursue its enquiries vigorously, for there is considerable evidence that it did but it was not able to pursue its enquiries into departments.

27. GITF had no authority in its own right to direct implementing agencies. Ultimately its authority derived from the Government and GITF was authorised to seek Ministerial resolution of any differences between itself and implementing agencies. On occasions recourse was had to this action. However, a review of the implementation processes indicates that GITF was reluctant to seek the exercise of government authority and accepted long periods of inactivity or unsatisfactory performance before requesting Ministerial directives, thus delaying the implementation of particular programs.

28. This reluctance to pursue enquiries into the departments themselves and to seek resolution of differences at government level may have been conditioned by the fact that GITF was composed primarily of representatives of implementing agencies.

29. This Evaluation concludes that GITF has had considerable success in performing its functions although it faced three main constraints that inhibited it in acting fully as a co-ordinating body. These were:

- the constraints that arise when a committee co-ordinating and evaluating the implementation of a program consists of representatives of agencies responsible for that implementation
- the lack of availability of independent sources of up-to-date information with respect to the implementation of particular recommendations
- the fact that secretariat services in the first two years were not continuously provided on a stable basis at suitable levels of seniority and expertise.

30. This Evaluation has recommended continuing, expanded post-arrival programs and services. A body to perform functions similar to those performed by GITF will be required to oversight future implementation. It is considered that such a body should be seen essentially as performing co-ordinating functions. It should consist only of representatives of the principal co-ordinating agencies of Government and that with the exception of the Department of Immigration and Ethnic Affairs, implementing agencies should be excluded from membership. The co-ordinating body should be serviced by its own secretariat. Accordingly it is recommended that:

> *A co-ordinating body to be known as the Committee on Post-Arrival Programs and Services should be appointed with the terms of reference outlined at paragraph 31. The Committee should be composed of: the Deputy Secretary of the Department of Immigration and Ethnic Affairs (Chairman) and the First Assistant Secretaries of the relevant divisions of the Department of Finance, the Department of Prime Minister and Cabinet, and the Public Service Board.*

31. The terms of reference for the proposed committee should be:

- to supervise the implementation of the recommendations of this Evaluation
- to report on an annual basis on the progress of the implementation of the recommendations
- to operate under the oversight of the Welfare Policy Committee of Cabinet, and through the Minister for Immigration and Ethnic Affairs advise on implementation progress and any proposals to change implementation timetables, strategies or other relevant matters.

32. The Committee should be serviced by a secretariat of four officers together with appropriate support. The senior secretariat officer should be the executive

officer of the Committee on Post-Arrival Programs and Services and be appointed at Assistant Secretary (Second Division) level. An allocation of $50,000 per annum should be made to the Committee for consultancies.

33. The Committee, through the secretariat, should arrange with the Department of Finance for the use of that Department's computer network for the collection of financial data relating to expenditure associated with the programs whose continuation and expansion is recommended in this Evaluation. It is understood that the Department of Finance's computer network is capable of producing expenditure reports in a wide range of management-oriented categories. Such categorised data is of course intrinsically useful and important. The importance is increased because such data also indicates stage and direction of implementation. It is further recommended that:

> *There should be an evaluation of migrant and multicultural programs and services to commence in 1986.*

34. *The second co-ordinating function* was to monitor, during implementation, the planned relationship between interdependent stages or parts of a program. As an intimate part of implementation of a particular program, this co-ordinating task usually fell to the responsibility of the implementing agency.

35. Earlier chapters have noted that effective co-ordination between time-related components of a program was not always easy to achieve. The relationship between the on-arrival and the on-going stages of the Adult Migrant Education Program is one example, as discussed in Chapter 5. Similarly, the integrated series of programs for welfare delivery examined in Chapter 10 did not maintain the inter-related and phased development that was intended. The extent to which these planned relationships are being maintained should also be subject to the scrutiny of the Committee on Post-Arrival Programs and Services recommended above.

36. *The third co-ordinating function* was co-ordination between the Commonwealth and the States. Many recommendations required close formal relationships between Commonwealth Government agencies and State government agencies. Inter-governmental agreements were required where recommendations proposed that programs be funded jointly by the Commonwealth and State governments. Some programs were administered through what might be called a contractual relationship between the Commonwealth and State, while others were additions to existing grant arrangements.

37. The difficulties in Commonwealth/State co-ordination have increased over the period of operation of the Report's recommendations, particularly in those areas in which changes in the basis of federal/State financial relationships have occurred, and which call for a re-examination of the funding arrangements recommended. Implementation in other programs has indicated the need for much closer co-ordination between Commonwealth and State agencies particularly in the area of the provision of educational materials and the collection of information to facilitate performance assessment and satisfy accountability requirements.

38. In recognition of this need, the Report recommended that consultative and co-ordinating mechanisms be established on a more formal basis and *Recommendation 55* stated:

> Existing mechanisms for consultations at Commonwealth and State levels should be made more effective and greater emphasis be given to encouraging consultation with, and between, agencies working at the local level.

39. The Report also considered that there was a complementary need to develop co-ordination at the Commonwealth level to ensure that the various bodies advising the Minister for Immigration and Ethnic Affairs were working effectively and that their activities were better understood by each other. Accordingly in *Recommendation 56* it proposed that:

> *Better co-ordination of Commonwealth ethnic affairs activities should be achieved through co-ordinated secretarial support and exchanges of minutes of meetings in the Department of Immigration and Ethnic Affairs.*

40. Increased consultation has taken place. Minutes of the Australian Council on Population and Ethnic Affairs, the Committee on Professional Qualifications and the National Accreditation Authority for Translators and Interpreters are exchanged on a regular basis.

41. Many of the co-ordinating functions required by the Report fell to the traditional co-ordinating arrangements, however, and the responsibility to make the fullest use of such machinery rested with the primary implementing agency. Some innovations have occurred under the existing arrangements and there is clearly considerable scope to do so in other areas of consultation and co-operation between Commonwealth and State agencies. It is as appropriate now as it was when the Report was written, to urge that the fullest use be made of the machinery for co-operation that already exists.

42. It is apparent, however, that a pressing need exists for a new body to be located within the co-ordinating arrangements for the pursuit of the Government's programs with respect to the Child Migrant Education Program and programs relating to multicultural education. This Evaluation has recommended in Chapter 7 that a National Advisory Committee on Multicultural Education be established for this purpose.

43. *The fourth co-ordinating function* was to maintain a balance of responsibilities between specific migrant programs and general programs. This was recognised explicitly in the Report as the crucial co-ordination function, as it was by the Task Force on Health and Welfare.

44. Where the delivery system comprises government agencies and the voluntary sector, as the Report encouraged, the task of maintaining that co-ordinated balance calls for highly sophisticated and sensitive skills. These are necessary if the desired mix of independence, flexibility, responsiveness and expertise of the system as a whole is to be preserved. Special migrant programs will confine themselves to those special roles only if the general programs are sensitive and responsive to the needs of migrants.

45. As noted earlier, where government organises the delivery of services for a particular group through a single client-specific organisation, it does so to ensure that the special needs of that group are taken into account. However, as is usually the case, where the machinery of government is organised around the delivery of single services, taking into account the special needs of each of the special groups that go to make up the community, it is a much more difficult matter. The responsibilities for those needs is spread over many different agencies of government.

46. Where the service agencies are operating in relation to well-established groups, special needs are well known and the capacity to respond to those needs grows over time. Where, as in recent Australia, dynamic growth and change has occurred in the social composition of the community and where there have been

significant changes in values, the capacities of the many service agencies to detect and respond to changing needs may lag. There is, consequently, a need for special action to be taken to facilitate those changing responses.

47. Where this action needs to be taken in relation to many agencies of government, the task as a whole constitutes a complex co-ordinating function that will frequently require new capacities to be created within the general agencies, or additions to their existing capacities.

48. A major initiative in building such capacities in the Commonwealth sector was taken by the Prime Minister in March 1978 with the introduction of the Ethnic Liaison Officer Scheme. A senior officer in each department of the Australian Public Service was nominated to act as Ethnic Liaison Officer within that department, to ensure that departmental personnel and procedures were responsive to the needs of migrants, particularly in relation to the provision of equal access to and adequate information on the services provided by the department.

49. Specifically, Ethnic Liaison Officers were instructed to consider all policy proposals originating in their department in terms of the impact that they might have on migrants and ethnic communities. They were to provide a high level focal point within their departments for the consideration of all policy fomulations, programs and service delivery matters affecting migrants, and to act as primary contact points for inter-departmental consultation on ethnic matters.

50. The Report regarded the Ethnic Liaison Officer (ELO) Scheme as a positive step towards improving the capacities of the various departments to respond to migrant needs. It suggested that the role might be enhanced if ELOs were to:

- consider all policy proposals in terms of their impact upon migrants and ethnic communities
- examine critically program delivery arrangements
- examine the adequacy of information about programs
- review programs to ensure that they had taken proper account of the particular needs of migrants
- monitor the effectiveness of programs
- consult with ethnic groups as to their needs
- identify and facilitate any necessary changes in program implementation
- regularly feed back relevant information to their colleagues and the head of their department.

51. The Report further envisaged that the Ethnic Affairs Branch of the Department of Immigration and Ethnic Affairs would add to this Ethnic Liaison Officer initiative by providing expert knowledge on migrant matters and by acting as a channel for cross-fertilisation of ideas and information with respect to migrant and ethnic affairs. The Department has responded to this suggestion by holding seminars attended by Ethnic Liaison Officers. The frequency of these seminars has declined recently, reflecting some doubt as to their usefulness.

52. The Department also co-ordinated the operation of a number of ELO Task Groups during 1980 and, in 1981, inter-departmental working parties, most of whose members were Ethnic Liaison Officers or their nominees. The Task

Groups presented a number of working papers: 'Migrants and the Law', 'Effectiveness of Government Services to Migrants in the ACT' 'Interpreter and Translator Services', 'The Commonwealth as an Employer of Migrants', 'Effectiveness of Commonwealth Services provided at Migrant Centres', and 'Information Services'. A number of working parties are still examining some topics.

53. ELOs report that these initiatives have been much more productive than the general seminars conducted earlier. However, the recommendations resulting from the task groups and working parties have had little practical impact and this has diminished momentum.

54. ELOs believe that to some extent the scheme has been successful. Departmental colleagues have become sensitised to multicultural issues; to the problems associated with migration; and to the role of ethnicity in Australian society. Nevertheless, questions must be raised about the effectiveness of the Scheme in relation to the stated objectives enunciated by the Prime Minister.

55. There are three causes for concern. First, very little time is in fact devoted to ELO activities by Ethnic Liaison Officers. The function is an addition to ordinary duties. Second, many ELOs themselves believe that the Scheme should be downgraded and reduced in scope. Third, there is no uniform understanding among ELOs of the broad objectives of the Scheme.

56. An evaluation in 1980 noted also that Ethnic Liaison Officers were often unaware of the responsibility to ensure that their departments fully understood and considered the migrant impact of policy proposals being developed within their own departments. Since then, efforts have been made to improve ELO awareness of the Scheme's objectives. Nevertheless, in late 1981, fewer than one-third of ELO respondents to a survey, listed policy evaluation as a major function. Few initiatives were noted with respect to the accessibility of information on migrant services or examples of attention by Ethnic Liaison Officers to major government reports affecting migrants. Very little consultation with ethnic communities has occurred.

57. One factor which may account for this lack of attention to policy matters is the location of most ELOs in the management services branches or divisions of their particular departments or agencies. In 1980, only 10 out of 50 ELOs were engaged in positions with some policy responsibility or connection.

58. Despite these shortcomings in its operation to date, this Evaluation concludes that there remains a considerable potential to be realised through the operation of the Scheme. The ELO policy role can be enhanced by ensuring that Ethnic Liaison Officers are, in fact, appointed from among those who occupy high level policy positions within departments. Accordingly, this Evaluation recommends that:

> *Each Commonwealth department and authority should: ensure an Ethnic Liaison Officer is appointed from among its officers involved in policy areas and holding the position of First Assistant Secretary or its equivalent; establish appropriate mechanisms to ensure that all relevant policy, program and information service proposals come to this Officer's attention; provide opportunities for the Ethnic Liaison Officer to gain adequate information on and understanding of ethnic groups, their needs, and the relevance of those needs to the department; and facilitate an on-going consultation between the Ethnic Liaison Officer and the department's ethnic client groups.*

59. ELOs can also contribute to departmental program implementation. Every department, however, consists of a large number of points at which implementation actions have commenced, proposals been formulated, decisions taken and

policies applied to particular cases. There is no 'one' point at which a response to special needs can be concentrated and there is a multiplicity of points at which capacity to respond must be present. The role of the ELO is, then, a particularly responsible one in relation to the operation of a great range of a department's activities. It is the role of sensitising all decision points in the department. Departments have their own processes of ensuring that staff in appropriate positions observe the department's commitment. The ELO must become a significant contributor to those processes.

60. The Evaluation has confirmed the significance of the role of the ELO as defined by the Prime Minister. That role takes on greater significance because of the part to be played in the process of co-ordination by which a balance is monitored between special migrant programs and those programs which assist migrants through the general agencies of government.

61. This Evaluation considers that DIEA should discharge its responsibilities to the ELO scheme by being a source of information and advice. However, it does not consider that there is virtue in continuing the general seminars for ELOs or the task groups. Where specific tasks are required to be undertaken, existing practice through inter-departmental committees should utilise ELOs when the issue under discussion impinges on migrants.

62. *Recommendation* 57 in the Report proposed:

> We also recommend that the Department of Immigration and Ethnic Affairs' policy planning role should be strengthened to include responsibility for monitoring and evaluating the effectiveness of all Commonwealth programs and services in so far as they are used by migrants.

63. The Department has taken a number of actions in response to this recommendation including the commissioning of research programs and surveys. Reports on some of these research projects and surveys have become available recently. From January 1981, under the authority of the Prime Minister, the Department has commenced a 3-stage approach to the further implementation of this recommendation. These stages are: first, a review and construction of an inventory of migrant data bases held in the various Commonwealth departments; second, on the bases of such reviews and inventories to assess policies and programs affecting special public interest groups; and, third, to explore the scope for extending co-operative arrangements with the States in monitoring the changes and evaluating programs.

64. It is not possible at this early stage to judge the effectiveness of the approach being implemented. This should be reviewed in 1983.

65. This Evaluation reaffirms the central importance of co-ordination in the delivery of migrant services and programs. It considers that its proposals for the Committee on Post-Arrival Programs and Services at the general level of implementation supervision, and the ELO Scheme at the specific level of program development and implementation, are critical elements needed to ensure future effective action. A further, and perhaps the most important element in effectiveness rests with implementing departments and authorities. Their capacities to respond to the challenge of providing integrated and co-ordinated programs and appropriately managed developments, will essentially decide the value of migrant services and programs in our multicultural society.

(a) The Report saw a need for DIEA to strengthen its policy planning role by including responsibility for monitoring and evaluating the effectiveness of all Commonwealth programs and services in so far as they are used by migrants. It estimated salaries, administrative costs for staff and funds for surveys at a total cost of $600,000.

(b) A revised approach to this recommendation, in three stages, was approved by the Government. A project was approved to thoroughly review, over 3 years, the status of migrant data bases in Commonwealth agencies; to develop a series of reviews of policies and programs affecting special interest groups; and to explore the scope for extending co-operative arrangements with the States in monitoring changes and evaluating programs.

(c) Progress has been slow in implementing this recommendation, and expenditure incurred so far ($369,000) has almost entirely comprised research studies carried out by consultants. These studies, to monitor progress with existing programs and to provide data for policy formulation, were commenced in 1979/80.

**Table 14.1**: Co-ordination: Recommended and Actual Expenditure*

| *Item and Recommendation Number* | | *1* *Recommended Additional Expenditure 1978/79-1980/81* *$'000* | *2* *Actual/Assessed Expenditure 1978/79-1980/81* *$'000* | *3* *Difference: Actual and Recommended Additional Expenditure* *$'000* |
|---|---|---|---|---|
| 57 | Strengthen DIEA Policy Planning Role | 600 | 369 | −231 |

* A further component of expenditure incorporated under Co-ordination in Table 1.1 was that associated with the Australian Institute of Multicultural Affairs.

# Summary of Recommendations

## The Demographic Context

1. Future censuses should include a question on ethnic origin as well as questions on birthplace of parents and language usage.

## Initial Settlement Program

2. Tuition for the On-Arrival Education Program should be funded on a staff:student ratio of 1:16.7, comprising a teacher:student classroom ratio of 1:20; provision for supervision at the present ratio of 1:133; and course designers at a ratio of 1:400. At 1981/82 levels, this would yield savings of $2.7m which should be used to increase the number of new arrivals attending courses and to cover the costs of full-time Bilingual Information Instructors, whose tasks would include providing bilingual assistance to classroom teachers.
3. Funds should be provided for the On-Arrival Education Program on the basis of the recommended formula, with the objective of catering for 75% of adult new arrivals with little or no English by 1984/85. The annual targets should be:

| Year | Percentage |
|---|---|
| 1982/83 | 60% |
| 1983/84 | 65% |
| 1984/85 | 75% |

4. The provision of the On-Arrival Education Program in the community should be increased to match more closely the distribution of new arrivals going into the community, as compared to hostels.
5. On-Arrival Education Program courses should comprise 20% full- time, providing for 240 hours of English tuition over 8-10 weeks; 80% should be provided on a part-time basis for 150 and 180 hours over a 10 to 12 week period. Priority for full-time courses should be given to new arrivals with least proficiency in English. The general priority presently given to migrants with an Australian Second Language Proficiency Rating of below 2 should be retained.
6. The information component of the On-Arrival Education Program should be provided to new arrivals by Bilingual Information Instructors as a separate course prior to the English language component.
7. The Department of Immigration and Ethnic Affairs should be responsible for the management and co-ordination of all services at hostels, including accommodation and catering, on the principles outlined in paras 70-73.
8. The Commonwealth Government should transfer its provision of settlement services provided at Community Settlement Centres, other than the On-Arrival Education Program, to Migrant Resource Centres.
9. Special benefit should be paid to new arrivals not in employment while attending On-Arrival Education Program courses. These courses should be so scheduled that new arrivals can commence them within 4 weeks of their arrival.
10. The Department of Immigration and Ethnic Affairs should extend its promotion of initial settlement services.

11. Migrant Settlement Councils should be allowed to lapse at the expiry of their present terms of appointment.

## Adult Migrant Education Program

12. The Joint Commonwealth-States Committee should review the present use of the Australian Second Language Proficiency Rating scale with a view to introducing, as soon as possible, the scale's use in all States and Territories to rate students' proficiency on entry to, and exit from, all classroom-based courses.
13. The Department of Immigration and Ethnic Affairs, in association with State Adult Migrant Education Services, should establish a uniform system of computer-based student records to be used for all courses and activities conducted within the Adult Migrant Education Program from 1983/84 onwards.
14. A Joint Commonwealth-States Consultative Committee on the administrative aspects of the Adult Migrant Education Program should be established immediately. It should be composed of appropriate Commonwealth representatives and representatives from each of the States.
    This Committee should be consulted on the terms of appropriate agreements on administrative responsibilities within the Program for consideration by the respective Commonwealth and State Ministers. Thereafter, the Committee should be responsible, in the light of the agreement, for advice on:
    - the development and adoption of the most appropriate techniques of financial management, accounting and control including the definition of the most appropriate accounting/reimbursement period, and the extent to which delegation of financial authority might be conferred on state officers, all to be consistent with appropriate standards of public accountability
    - the definition, collection and maintenance of managerially oriented data to be collected on a uniform or comparable basis, including: student numbers; teacher numbers; numbers and types of courses; course lengths; course enrolments; course withdrawal and attendance rates; teacher:student ratios; course costs; student entry and exit proficiency ratings
    - promotion of Adult Migrant Education Program provisions to priority target groups.
15. Each Adult Migrant Education Service should establish one or more positions for program monitoring and evaluation purposes, using funds provided through the On-Arrival Education Program funding formula.
16. An additional $250,000 per year should be provided for course, teacher and materials development within the On-Going Phase of the Adult Migrant Education Program over the next three years.

    Course, teacher and materials development should be conducted primarily at State level under the broad guidance of the Joint Commonwealth States-Committee on the Professional Aspects of the Adult Migrant Education Program.
17. Over the next three years, $150,000 should be allocated to the Home Tutor Scheme, to be used for the employment of an additional co-ordinator in both Victoria and New South Wales.
18. Priority for use of 'particular purpose' TAFE funding should be given to advanced English-language instruction for specific purposes for migrants. Support should be provided at a level of 15% of the allocation in this area: this being $2.81m in 1982/83.
19. A formal review of the Adult Migrant Education Program should be conducted by the end of 1983, using data generated for management and evaluation purposes, to plan future development and activity.

## Child Migrant Education Program

20. The Schools Commission should initiate a research study to identify those factors which affect the development of English-language competence and to develop an index for the quantification of need. Suitable tests should be identified and developed by the Commission to assess the level of English-language proficiency and to measure the degree of improvement in English-language proficiency of migrant children.

21. A survey should be commissioned by the Schools Commission to determine the actual level of English-language competence of students from non-English-speaking backgrounds.

22. The States Grants (Schools) legislation should include arrangements for the collection of data on financial and educational aspects of the English as a Second Language Program. The Schools Commission should report annually from 1983 onwards. Its report should indicate: expenditure; numbers of teachers and associated support staff employed; the number of students benefitting from the program; the number of students in need receiving no ESL assistance; and the outcomes of ESL programs in terms of proficiency gain.

## Multicultural Education Program

23. Guidelines for the Multicultural Education Program should be adjusted to allocate funds equally between community language and multicultural education activities, and should ensure that funds are used for seeding purposes only.

24. The present funding of Projects of National Significance should be transferred to the Schools Commission's Special Projects Program at a level of $328,000 per annum; and it should support a multicultural education and community languages element.

25. The Schools Commission should broaden its current review of the operations of the Multicultural Education Program to include an evaluation of the impact of the Program on school curricula and programs including:
    - an assessment of the developments undertaken in multicultural education through Multicultural Education Program funding
    - an evaluation of the impact of these developments
    - an assessment of future community language teaching needs
    - a phased program for multicultural education and community language teaching to be met by recurrent funding to schools.

26. Cultural awareness and language courses should continue to be offered to professionals and para-professionals within the appropriate stream of Technical and Further Education.

27. The Commonwealth Tertiary Education Commission should pursue with tertiary institutions steps to ensure that multicultural perspectives and components are introduced into tertiary courses.

28. The Australian Research Grants Committee should assume responsibility for funding of research projects into multicultural education and should fund such projects from its allocations for research in the humanities, economics and social sciences.

29. A National Advisory and Co-ordinating Committee on Multicultural Education should be established with responsibilities outlined in paragraph 131.

## Bilinguals, Translator and Interpreter Services

30. The Australian Public Service should extend its activities designed to recruit and effectively deploy bilingual staff. Issues which should be considered are set out in paragraphs 27 to 30.

31. The National Accreditation Authority for Translators and Interpreters or its successor should proceed, as a high priority, to consult with the Commonwealth Tertiary Education Commission and tertiary education institutions about the establishment of such courses, or the introduction of interpreting/translating units within existing language courses, and report progress to the Government within 12 months.

    The National Accreditation Authority for Translators and Interpreters or its successor should contract appropriate tertiary education institutions or expert individual to assess, in accordance with the Authority's standards, all outstanding interpreter and translator courses.

32. As an urgent priority, the National Accreditation Authority for Translators and Interpreters or its successor should contract with tertiary educational institutions to set and mark interpreting and translating examinations for Levels I, II, III & IV in accordance with Authority guidelines. Costs incurred by these institutions should, as far as possible, be covered by charges levied on students who sit the examination. Where costs cannot be met in this manner they should be covered by the Authority.

33. All persons employed as interpreters and translators within the Australian Public Service should be required to obtain Level II (or higher accreditation) within two years of an appropriate test becoming available.

    Where the Commonwealth uses panels of contract interpreters and translators, preference should be given to persons possessing Level II or higher accreditation, not only in their initial acceptance on the panel, but also in the allocation of particular interpreting or translating tasks.

34. An additional $500,000 per annum should be provided to the Telephone Interpreter Service in each of the next three years.

35. The Telephone Interpreter Service should charge Telecom for its services on a pro rata basis, that is, when Telecom-related matters constitute 9% of calls, the charge should be 9% of the operating costs. The revenue thus gained should receive proper recognition when the Service's budget is being negotiated.

36. A computerised information system incorporating relevant community and professional services should be developed for all Telephone Interpreter Service centres. Particular emphasis should be placed on identifying bilingual staff and service providers.

    A Department of Immigration and Ethnic Affairs officer should be responsible for updating information on such community resources. This information should be regularly incorporated into the information system.

37. Where both Telephone Interpreter Services and Department of Immigration and Ethnic Affairs Translation Units exist, they should be co-located and combined into one administrative unit at the earliest opportunity.

38. The Commonwealth should continue for a further three years its existing agreements with States to provide State-operated translation and interpreter services to meet needs in areas of prime State responsibility.

## Information

39. The new Department of Administrative Services (DAS) information group should at an early stage consult with the Department of Immigration and Ethnic Affairs Information Section to develop guidelines for departmental information programs to ensure that the information needs of migrant members of the community are met. Departments should submit their proposals for information programs to the DAS group outlining how the guidelines will be met. Where these are considered unsatisfactory, departments should be advised to consult with the Information Section.

40. The Department of Immigration and Ethnic Affairs Information Section, in liaison with the Department of Administrative Services information group, should publish

an annual report on the range and effectiveness of community language information services provided by Commonwealth departments and authorities.

## Migrant Welfare

41. The funds available to the Grant-in-Aid program should be increased to enable 20 additional grants to be awarded each year over the next three years.
42. The practice of out-turn funding should be applied to the Grant-in-Aid Scheme and from 30 June 1982, the calculation of annual grant payments to agencies should be based on the out-turn principle.
43. The levels of Grants-in-Aid in 1982/83 should be increased by 25%, and then varied in such manner that the previous loading for ancillary costs of 15% is varied to 25% for agencies with no more than one paid full-time staff member other than the Grant-in-Aid worker, or which face exceptional costs because of their locations or services; and 20% in other agencies.
44. An establishment grant of up to $2,000 should be provided for agencies which have not previously employed a full-time welfare worker.
45. Applications for grants should be publicised, called for once a year, and assessed at the same time; one-third of the total number of grants will be awarded each year.
46. The funding of Migrant Resource Centres should be adjusted annually on an out-turn basis.
47. The composition of Migrant Resource Centre Committees of Management should generally follow the guidelines in paragraph 161.
48. The location of Migrant Resource Centres should be reviewed.
49. Migrant Resource Centres should be evaluated in terms of their achievement towards objectives in 1985.
50. The functions of Migrant Services Units should be revised along the lines indicated in paragraph 195 so that their primary responsibility is direct social and welfare work with individuals and groups in hostels. In the community they should provide a significantly reduced casework and community work welfare role, complementary to the voluntary sector.
51. A community welfare unit should be established within the Department of Immigration and Ethnic Affairs to perform the duties outlined in paragraph 201.
52. The allocation for the Migrant Project Subsidy Scheme should be increased to $200,000 per annum and grants should be available up to $10,000 each.

## Special Needs

53. The Commonwealth Government should:
    - as a matter of urgency negotiate new reciprocal pensions agreements with Great Britain and New Zealand, such agreements to provide a model for agreements with other countries, and
    - give notice that if new agreements cannot be concluded within 12 months, the present agreements will be terminated.
54. The Department of Employment and Youth Affairs should give high priority to encouraging participation in training and related programs by migrant adults and youth from groups which have high rates of unemployment and low rates of participation in programs.
55. The Technological Change Committee of the Australian Science and Technology Council should give attention specifically to the impact on migrant groups of the introduction of technological change, in its more general study of the relationships between technological change and employment.

56. Surveys of community language skills of professionals in the health and medical areas should be conducted under the auspices of the Commonwealth Department of Health.

57. The Commonwealth Department of Health should give urgent consideration to means whereby the health interpreting services and the Ethnic Health Worker Scheme can be extended, especially in those States in which these services are seriously under-represented; and give particular attention to developing means whereby private practitioners in the health professions may, in their consultations with migrant clients, gain access to health interpreters and ethnic health workers, where they are needed.

58. The Commonwealth Department of Health should develop information on health care for ethnic radio and multicultural television in areas that supplement State activities.

59. Agreements under which Migrant Resource Centres are established should specify that a major activity will be to contact newly arrived women who settle in their catchment areas, and provide appropriate services.

60. For the first two years of the expanded Grant-in-Aid Program, as recommended in Chapter 10 of this Evaluation, at least five each year of the new grants proposed in each of the next two years should be earmarked for the support of projects relating to women, particularly in industry (apart from child-care), and for the provision of services to migrant women involved in family conflict, family violence and family breakdown situations. The fact that a number of grants has been earmarked for these purposes should be widely publicised.

61. The National Women's Advisory Council should undertake a study of the feasibility of promoting the establishment of work-place child-care as proposed in Recommendation 40 of the Report.

62. Over the next two years, five Grants-in-Aid should be earmarked for the purposes of funding community development officers to assist in the development of appropriate child-care services in areas where there are large numbers of working mothers.

63. Within the grants provided for ethnic children's services workers, the number awarded to ethnic-based organisations or groups of organisations to undertake activities as proposed by the Report should be increased to 25 by 30 June 1983.

64. A grant of $20,000 should be given to the National Advisory Council for the Handicapped to undertake a review of the activities of all Commonwealth departments and agencies involved with the ethnic disabled, including activities undertaken during the International Year of Disabled Persons, and publish a report of its findings.

## The Law and Civil Rights

65. The Commonwealth Attorney-General should make reference to the Australian Law Reform Commission to initiate a study into the circumstances in which interpreters are used in Australian legal systems, and to formulate principles which may provide a basis for Commonwealth legislation and a model for uniform practice throughout Australia.

66. The Family Law Council should prepare a report for Government on difficulties of people with low incomes securing interpreters for Family Courts, and suggest how these might be overcome, including the option of a means-tested scheme of interpreting assistance.

67. The Commonwealth Government should request all legal bodies for which it is responsible to use interpreters, wherever practicable, whose competence is of an appropriate standard and has been independently assessed.

68. The Criminal Investigation Bill 1981 should be amended so that:

   - All clauses touching on police communication, whether oral or in writing, with a person in custody should specify that it be conducted only in a language in which that person is fluent.

- Clause 28 should provide that people who cannot speak English fluently not be interrogated by a police officer unless the police officer conducts the interview in a language in which both he and the person can communicate fluently, or a person competent to act as an interpreter acts in that capacity during the questioning.
- Where an interview is conducted in a language other than English, the written record should be made in that language for acknowledgment by the interviewee and, where the interviewer is not literate in the language of interview, a sound-recording should be required.

69. The Commonwealth should announce that amendments to the Commonwealth Electoral Act will be proclaimed on Australia Day 1983.
70. Action should be taken to amend all Acts covering Commonwealth employment which have a nationality requirement so that Australian citizenship is the only requirement for eligibility.
71. Commonwealth Acts discriminating between 'immigrants' and 'aliens' should be amended so that all migrants to Australia are accorded equal rights.
72. The Attorney-General's Department should prepare a report within six months for the Government on all Commonwealth legislation involving such discrimination, and a schedule of amendments necessary to remedy the situation.
73. In 1982/83, the Ombudsman's publicity program should make its major priority the dissemination in community languages of appropriate information about the office through ethnic radio, multicultural television and the ethnic press, emphasising that interpreting and translating facilities are available for non-English-speaking people. Migrant usage should be monitored to determine the effectiveness with which the Ombudsman's publicity reaches migrant members of the community.

## Broadcasting and the Arts

74. In 1982/83, the amount of funding for subsidies to public broadcasting services should be increased to $650,000.
75. Over the next three years $90,000 should be made available to public broadcasting stations to pay for the conduct of training courses for people involved in the production and presentation of ethnic programs. Guidelines for courses and the allocation of funds should be prepared by the Special Broadcasting Service/Public Broadcasting Association of Australia Liaison Committee.
76. Channel 0/28 should broadcast three minutes of community service announcements relevant to the needs of migrants and in languages other than English in each hour of transmission. Where insufficient material is available, the Special Broadcasting Service should produce items using its own resources or should dub those available into community languages.
77. The Special Broadcasting Service should, as a matter of priority, commence the development and production of well-researched and entertaining English-language teaching segments for television. These segments should be made available to other television stations free of charge.
78. Greater emphasis should be given to the needs of groups with special needs in the allocation, design and purchase of programs.
79. A fundamental goal of multicultural television should be to encourage the use of community languages. Introductions by presenters should be in the language of the program broadcast, and in English. Community announcements should be presented in relevant languages with English subtitles; and interviews and discussions should, where appropriate to the context, be in community languages.
80. Greater emphasis should be given by multicultural television to a more equitable balance between languages reflecting the size of different language groups within the community.

81. The Government should allocate to multicultural television $200,000 per annum over the next three years to commission the production of a series of short segments, utilising the most effective media techniques, to promote racial and ethnic tolerance in Australia. These segments should be made available to other channels free of charge.

82. Multicultural television should be shown in Canberra commencing in 1983.

83. The Australian Broadcasting Commission, in centres not receiving multicultural television, should allow multicultural television use of its facilities (when it is not otherwise broadcasting) to show a variety of multicultural television programs in languages other than English.

84. Provision should be made for multicultural television to be carried by satellite so that the full service can ultimately be available Australia-wide.

85. The Australian Libraries and Information Council should give priority consideration to the development, at all levels of Government, of library and related information services appropriate to the needs of ethnic communities in Australia's multicultural society.

86. The Australia Council should undertake a review of its current policy and funding allocation, and take measures to ensure that in all areas of activity it is responsive to the needs of all groups within Australia's multicultural community. It should also make particular information efforts to advise artists of a non-English-speaking background that it is a source of support for individuals of talent.

## Co-Ordination

87. A co-ordinating body to be known as the Committee on Post-Arrival Programs and Services should be appointed with the terms of reference outlined at paragraph 31. The Committee should be composed of: the Deputy Secretary of the Department of Immigration and Ethnic Affairs (Chairman) and the First Assistant Secretaries of the relevant divisions of the Department of Finance, the Department of Prime Minister and Cabinet, and the Public Service Board.

88. There should be an evaluation of migrant and multicultural programs and services to commence in 1986.

89. Each Commonwealth department and authority should: ensure an Ethnic Liaison Officer is appointed from among its officers involved in policy areas and holding the position of First Assistant Secretary or its equivalent; establish appropriate mechanisms to ensure that all relevant policy, program and information service proposals come to this Officer's attention; provide opportunities for the Ethnic Liaison Officer to gain adequate information on and understanding of ethnic groups, their needs, and the relevance of those needs to the department; and facilitate an on-going consultation between the Ethnic Liaison Officer and the department's ethnic client groups.

# Estimated Additional Costs

## Initial Settlement Program

Rec. 3 $6.71m was appropriated for English-language teaching for students in 1981/82. On the basis of the revised formula $5.90m will be required for 24,000 students in 1982/83, $6.87m for 28,000 students in 1983/84, and $8.28m for 34,000 students in 1984/85.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.81m | $0.16m | $1.57m | $0.92m |

Rec. 6 Forty five full-time Bilingual Information Instructors should be appointed. Costs are based on an estimated salary of $16,650 per annum.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.75m | $0.75m | $0.75m | $2.25m |

Rec. 7 Savings resulting from rationalisation of positions should be $140,000 in Year 1, $280,000 in Year 2 and $420,000 in Year 3. Further savings resulting from rationalisation of sessional BII and interpreting arrangements are assessed at $160,000 per annum, and $250,000 per annum on CACS full and part-time interpreters.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.55m | –$0.69m | –$0.83m | –$2.07m |

Rec. 8 Current expenditure on settlement officers salaries is $327,000, including a 25% administrative component; rental is assessed at $30,000 per annum; and operational expenses at $50,000 per annum.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.40m | –$0.41m | –$0.41m | –$1.22m |

Rec. 11 Fees and expenses for Migrant Settlement Councils are estimated to be $52,000 in 1981/82.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.05m | –$0.05m | –$0.05m | –$0.15m |

## Adult Migrant Education Program

Rec. 13 A once-only cost of $75,000 is necessary to develop a computer program to manage and analyse AMEP financial and educational information.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.08m | – | – | $0.08m |

Rec. 16 To be used for induction and in-service training and materials development in the States.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.25m | $0.25m | $0.25m | $0.75m |

Rec. 17 Co-ordinator's salaries are assessed at $20,000 together with an administrative component of 25%.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.05m | $0.05m | $0.05m | $0.15m |

Rec. 18 It is conservatively estimated that TAFE-level courses in the AMEP including *Recommendation 13* courses, and full-time and part-time advanced courses currently entail expenditure of $1.2m per year.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$1.20m | –$1.20m | –$1.20m | –$3.60m |

## Multicultural Education

Rec. 26 Expenditure on these courses in 1981/82 is estimated at $130,000.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.13m | –$0.13m | –$0.13m | –$0.39m |

## Bilinguals, Translator and Intepreter Services

Rec. 30 Additional expenditure is estimated as resulting from half the current LAPA recipients receiving the increased allowance: ie. 210 recipients receiving an extra $320, a total of $67,200.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.06m | $0.07m | $0.07m | $0.20m |

Rec. 34 Expenditure in 1981/82 is assessed at $3.5m. Given an increased intake in the next three years, and the major role that TIS plays for new arrivals, an increase of $500,000 (14%) is proposed.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.5m | $0.5m | $0.5m | $1.50m |

Rec. 35 Calls to TIS for Telecom assistance and advice currently account for 9% of calls. At current levels of expenditure, the charges for this should result in savings of $315,000 per annum.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.31m | –$0.32m | –$0.32m | –$0.95m |

Rec. 36 Computer costs to establish an information system are estimated to total $300,000, over the two-year period.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.15m | $0.15m | – | $0.30m |

## Migrant Welfare

Rec. 41 The current average grant value is $16,500 per annum, *ie.* for 20 grants, a total of $330,000 per annum.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.33m | $0.66m | $0.99m | $1.98m |

Rec. 43 At a current grant level of $16,500, the increase of 25% will raise average grants to $20,625, and an average increase of 22½% for ancillary costs will further increase these to $25,265 per annum on average: this represents a total increase per grant of $8,765 per year.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $1.23m | $1.40m | $1.58m | $4.21m |

Rec. 44 It is estimated that ten new grants a year will require an establishment grant each year.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.02m | $0.02m | $0.02m | $0.06m |

Rec. 50 Savings are based on the termination of 6 positions in Year 1, 7 in Year 2, and 6 in Year 3, at an average salary of $15,700, plus 25% administrative costs.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| –$0.12m | –$0.26 | –$0.37 | –$0.75m |

Rec. 51 Estimates are based on an average cost of $5,000 per position for upgrading; 18 positions are to be transferred from MSUs.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.09m | $0.09m | $0.09m | $0.27 |

Rec. 52 An increase of $50,000 per annum is proposed on the current appropriation of $150,000 per annum.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.05m | $0.05m | $0.05m | $0.15m |

## Special Needs

Rec. 61 $20,000 has been recommended for this study.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.02m | – | – | $0.02m |

Rec. 64 $20,000 has been recommended for this study.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.02m | – | – | $0.02m |

## Broadcasting and the Arts

Rec. 74 The proposed new level of subsidy entails an increase of $250,000 on expenditure in 1981/82 of $400,000.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.25m | $0.25m | $0.25m | $0.75m |

Rec. 75 $30,000 per annum is to be made available to public broadcasting stations for training courses.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.03m | $0.03m | $0.03m | $0.09m |

Rec. 81 $200,000 per annum is recommended for the production of short segments to promote racial and ethnic tolerance.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.20m | $0.20m | $0.20m | $0.60m |

Rec. 82 Anticipated once-only cost of $800,000.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.80m | – | – | $0.80m |

## Co-Ordination

Rec. 87 $50,000 per annum is required for the Committee.

| *1982/83* | *1983/84* | *1984/85* | *Total* |
|---|---|---|---|
| $0.05m | $0.05m | $0.05m | $0.15m |

| | | | | |
|---|---|---|---|---|
| **TOTAL EXPENDITURE** | $1.36m | $1.62m | $3.14m | $6.12m |

# Abbreviations

| | |
|---|---|
| ABC | Australian Broadcasting Commission |
| ACER | Australian Council for Educational Research |
| ACTU | Australian Council of Trade Unions |
| AEC | Australian Education Council |
| AEO | Australian Electoral Office |
| AGAS | Australian Government Advertising Service |
| ALIC | Australian Libraries and Information Council |
| AMEP | Adult Migrant Education Program |
| AMES | Adult Migrant Education Service |
| ARGC | Australian Research Grants Comittee |
| ASLPR | Australian Second Language Proficiency Rating |
| BACA | Commonwealth Department of Business and Consumer Affairs |
| BII | Bilingual Information Instructor |
| CACS | Commonwealth Accommodation and Catering Services Limited |
| CAE | College of Advanced Education |
| CAT | Clerical Assistant Test |
| CDC | Curriculum Development Centre |
| CES | Commonwealth Employment Service |
| CHIS | Central Health Interpreting Service |
| CIIS | Community Interpreter and Information Service |
| CLAC | Commonwealth Legal Aid Commission |
| CMEP | Child Migrant Education Program |
| CRSS | Community Refugee Settlement Scheme |
| CST | Clerical Selection Test |
| CTEC | Commonwealth Tertiary Education Commission |
| CYSS | Community Youth Support Scheme |
| DAS | Department of Administrative Services |
| DEYA | Department of Employment and Youth Affairs |
| DIEA | Department of Immigration and Ethnic Affairs |
| DOLAC | Departments of Labour Advisory Committee |
| DSS | Department of Social Security |
| ELO | Ethnic Liaison Officer |
| ERDC | Education Research and Development Committee |
| ESB | English speaking background |
| ESL | English as a Second Language |
| ESLO | Ethnic School Liaison Officer |
| ESP | English for Specific Purposes |
| ETRP | Ethnic Television Review Panel |
| FCA | Family Court of Australia |
| FLC | Family Law Council |
| GASP | Geographic Assessment of Service Providers |
| GFUG | Galbally Follow Up Group |
| GiA | Grant-in-Aid |
| GITF | Galbally Implementation Task Force |
| GNC | Good Neighbour Council |
| IMBC | Independent and Multicultural Broadcasting Corporation |
| IPD | Implicit Price Deflator |
| ISP | Initial Settlement Program |
| ISS | International Social Service |
| IYDP | International Year of Disabled Persons |

| | |
|---|---|
| JCSC | Joint Commonwealth-States Committee |
| LAPA | Linguistic Availability Performance Allowance |
| LCC | Limited Communication Competence |
| MECC | Multicultural Education Co-ordinating Committee |
| MEP | Multicultural Education Program |
| MINS | Migrant Information Needs Survey (Survey into the Information Needs of Migrants in Australia) |
| MIP | Multilingual Information Program |
| MRC | Migrant Resource Centre |
| MPSS | Migrant Project Subsidy Scheme |
| MSU | Migrant Services Unit |
| MTV | Multicultural Television |
| MuTS | Multicultural Television Survey |
| NAATI | National Accreditation Authority for Translators and Interpreters |
| NEBAC | National Ethnic Broadcasting Advisory Council |
| NES | Non-English speaking |
| NESB | Non-English speaking background |
| NMSC | National Materials Steering Committee |
| OAEP | On-Arrival Education Program |
| OGP | On-Going Program |
| PBAA | Public Broadcasting Association of Australia |
| PELTS | Provision of English Language Teaching in Schools |
| PSB | Public Service Board |
| RCF | Review of Commonwealth Functions |
| SBS | Special Broadcasting Service |
| SC | Schools Commission |
| SEBAC | State Ethnic Broadcasting Advisory Council |
| SINUS | Survey of Information, Needs and Use of Services |
| SYETP | Special Youth Employment and Training Program |
| TAFE | Technical and Further Education |
| TESL | Teaching English as a Second Language |
| TIS | Telephone Interpreter Service |
| TRC | Tripartite Regional Committee |
| VACMME | Victorian Advisory Committee on Migrant and Multicultural Education |
| WRO | Welfare Rights Officer |

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